

CHAPTER 8 – COMMENTS AND COORDINATION

This chapter summarizes coordination with agencies and the public. Section 8.1 includes descriptions of key meetings; Section 8.2 includes correspondence letters and emails.

8.1 COORDINATION MEETINGS

The following is a list of meetings held between July 2003 and March 2006 as part of the coordination process for the Syracuse Road Environmental Impact Statement (EIS).

- July 15, 2003: Syracuse City
- October 15, 2003: Agency Scoping
- **December 11, 2003: Public Open House No. 1**
- January 26, 2004: Syracuse City
- February 11, 2004: Syracuse City
- **March 10, 2004: Public Open House No. 2**
- May 4, 2004: Syracuse Planning Commission
- July 10, 2004: Syracuse Museum Foundation
- **July 21, 2004: Public Open House No. 3**
- October 20, 2004: Syracuse City
- **November 10, 2004: Public Open House No. 4**
- January 27, 2005: Syracuse City
- **February 8, 2006: Public Hearing**



Public Meeting

Following are brief descriptions of each meeting. Complete meeting minutes are included in the project Administrative Record.

July 15, 2003: Syracuse City

Representatives of the Utah Department of Transportation (UDOT) and Horrocks Engineers met with Syracuse City. Items discussed in the meeting included:

A review of May 14, 2003 letter from Rodger Worthen:

- UDOT explained that an EIS was chosen so there could be a higher level of public/community involvement. UDOT's goal is to develop and perform the project with the least possible impact, and UDOT plans to meet with the city prior to each public meeting.
- 1000 W. to 2000 W. on Syracuse Road is very important to Syracuse, and the city wants a gateway concept to be established.
- UDOT will explore options for a Town Center Plan, but needs to design to highway standards.
- Syracuse City would like formal planting of trees along the roadway. New federal clear zone requirements limit UDOT's ability to place trees near the roadway; trees may need to be planted behind sidewalk and require citizen involvement.
- Syracuse City wants unique street lighting and other streetscape amenities, such as meandering sidewalks and improvements with UTA bus stops (benches, turnouts, etc.).
- The city understands the need for financial backing of the project.

Other Discussion Items/Questions

- Syracuse City supports corridor widening.
- Syracuse wants burial of overhead utilities.
- The road will remain as is and include implementation of UDOT standards. Syracuse would like raised medians if the medians include trees.
- The city is not in favor of noise walls.
- Setback requirements for properties are 25 feet for residential.
- The typical roadway section will be kept open at this time. Homeowners will be required to maintain parkstrip.
- Other local planned transportation improvements include a signal at Banbury Drive and Allison Way.
- Syracuse has a very active historic society.
- Other important structures include the Museum and the Maverick gas station.
- Irrigation will remain on the corridor.
- Corridor drainage should already be taken care of in Syracuse's master plan. There should be no need for detention.

October 15, 2003: Agency Scoping

At the Agency Scoping meeting the following concerns were addressed:

- **Davis School District** - concerned about the addition of curb and gutter and the two major existing crosswalks in the study area (one at Allison Way and one at 1000 West) used by school children.
- **Utah Transit Authority (UTA)** – concerned about bus stops, adequate shoulders, and sidewalks. The 1700 South corridor could be a major access road to a rail station in the future. The potential for park-and-ride facilities was also discussed.
- **Utah Division of Water Quality (UDWQ)** – concerned about the quality of storm water runoff and hopes the project team will look for ways to minimize runoff.
- **UDOT Central Environmental** – stated that farmlands could be an issue. The project team needs to consider cumulative effects on farmland and the potential to convert farmland into residential developments.
- **U.S. Fish and Wildlife Service (USFWS)** – does not think that there are any habitat issues near the Syracuse Road Corridor, other than in regard to water quality, and does not expect to find threatened or endangered species in the project area.
- **Federal Highway Administration (FHWA)** – stated that access for emergency services during construction is vital. Section 4(f) and the potential for many homes on the corridor to be eligible for the National Historic Register were also discussed. There needs to be a complete avoidance alternative (other than the No-build).

December 11, 2003: Public Open House No. 1

This open house was held at Syracuse City Hall for two hours one weekday evening. Thirty-four residents attended this meeting, and five written comments were received. A summary of comments received at the meeting follows.

- The waiting game is already getting old – it would be very helpful to see preliminary plans.
- Improvements are long overdue, Syracuse has grown beyond the existing road capacity.
- Road should be widened to the south side.
- Difficult to access the road during several hours in the afternoon.
- Road needs to be widened to five lanes at least.
- Traffic is terrible on this road, difficult to back out onto the road.
- A signal or pedestrian overpass is needed at Allison Way.
- Plan should include a bicycle path, parkstrips, and sidewalks.
- Increase the road to 3 lanes in each direction if possible.
- This road is heavily traveled because it is Syracuse's main east west arterial road and the only link to Antelope Island.
- 6 lanes will be needed when Legacy is built & ties into 1700 S.
- Take out the houses - don't leave them without front yards.
- Road should be wide enough for parking & room to back out.
- The option to do nothing is not realistic, as Syracuse continues to grow houses rather than crops of any sort.
- This road is the main artery out and can't handle traffic now.
- Summer traffic increases with people going to Antelope Island.
- An option to increase mass transit (busses) is also not realistic; as when the buses stop, all traffic behind them have to stop.



Public Meeting

January 26, 2004: Syracuse City

Representatives of Horrocks Engineers met with Syracuse City. The following items were discussed:

- Syracuse City explained a great need for Syracuse Road improvements: Syracuse Road is the only route to Antelope Island; it serves traffic demand from Clinton and West Point as well as from Syracuse, it will serve as access road to commuter rail, and it will serve a new high school. It was pointed out that the need is now and that transit improvements alone would not meet the demands.
- City growth.
- The City was not aware of any properties along the project area that would have special historic significance to the community.
- Streetscape standards for lights and trees.
- Placing the utilities underground remains a high priority.
- Addresses can be provided for specific sections of the city for use in the social impact study.
- A copy of the Syracuse General Plan map, a copy of the General Plan, and a Current Zoning Map were provided.

February 11, 2004: Syracuse City

Representatives of UDOT and Horrocks Engineers met with Syracuse City. Preliminary Alternatives were reviewed (north shift, south shift 1, south shift 2, and off-corridor south shift). Public Meeting No. 1 was reviewed and the upcoming Public Meeting No. 2 was discussed. The city also reiterated the importance of:

- Underground utilities.
- Decorative lighting.
- Desire to explore trees in parkstrips or behind the sidewalk.
- Desire to explore the potential for meandering sidewalk.
- Bike lanes are important, may need to consider behind the sidewalk.
- Gateway at 2000 West.

March 10, 2004: Public Open House No. 2

Approximately 63 people attended the open house, and 31 written comments were received. A summary of comments received at the meeting is as follows:

- Several individuals see the need for improvements, including considerations for buses, bike lanes, and improved school crossings.
- Many individuals gave opinions regarding the alternatives presented. Many did not like Alternatives E & F. There was not a consensus regarding the alternatives, although many thought that Alternative C was the best.
- Additional comments were received regarding right-of-way acquisition, additional signal lights, and environmental factors.



Children's Table at Public Meeting

May 4, 2004: Syracuse Planning Commission

The March 10, 2004 Public Meeting No. 2 was reviewed, alignment alternatives and Section 4(f) were discussed, and a tentative date of June 2004 was set for Public Meeting No. 3.

July 10, 2004: Syracuse Museum Foundation

Issues relating to historic structures were discussed. UDOT requested that the Foundation review historic structures and provide information relating to any historic structures/properties that have local importance.

July 21, 2004: Public Open House No. 3

Approximately 88 individuals attended the open house, and written comments were received from 34 individuals. A summary of comments received at the meeting is as follows:

Question 1: Alternatives E and F (off-corridor alignments) do not meet the purpose and need and should be eliminated from further study. Please indicate if you support or oppose this action and explain why.

- Support – 26 responses
- Oppose – 4 responses

Question 2: Please indicate the Alternative(s) you prefer for Syracuse Road (1000 W. to 2000 W.) and why. Also indicate anything that could be added/changed to improve the Alternative(s).

- No-Action – preferred by 0 individuals

- Option A – Widen Equally about the Centerline – preferred by 7 individuals
- Option C – Widen to South - preferred by 21 individuals
- Option D – Widen to North - preferred by 7 individuals

Question 3: Flexibility in highway design allows some elements of the roadway cross-section to be modified. Please identify your preferences for Syracuse Road (1000 W. to 2000 W.):

- Median/Left Turn Lane
 - 14-ft wide - preferred by 21 individuals
 - 13-ft wide - preferred by 3 individuals
 - Other - preferred by 0 individuals
- Travel Lanes (two in each direction)
 - 12-ft wide - preferred by 25 individuals
 - 11.5-ft wide - preferred by 1 individual
 - 11-ft wide - preferred by 0 individuals
 - 10.5-ft wide - preferred by 0 individuals
 - Other - preferred by 0 individuals
- Shoulders
 - 12-ft wide - preferred by 18 individuals
 - 10-ft wide - preferred by 5 individuals
 - 5-ft wide - preferred by 2 individuals
 - Other – preferred by 0 individuals
- Sidewalks & Parkstrips
 - 4-ft to 6-ft wide sidewalks with 3-ft to 5-ft wide parkstrips – preferred by 23 individuals
 - 6-ft wide sidewalks & no parkstrips – preferred by 2 individuals
 - Other – preferred by 1 individual
- Median Types: Near Intersection
 - Painted – preferred by 19 individuals
 - Raised/Landscaped – preferred by 5 individuals
 - Raised/Paved – preferred by 0 individuals
- Median Types: Area between
 - Painted – preferred by 20 individuals
 - Raised/Landscaped – preferred by 5 individuals
 - Raised/Paved – preferred by 0 individuals

Please respond to any/all questions, as you see fit.

1. Alternatives E and F (left-center alignment) do not meet the purpose and need and should be eliminated from further study. Please indicate if you support or oppose this action and explain why.

☐ Support elimination of alternative E and F

☐ Do not support elimination of alternative E and F

2. Please indicate the Alternative(s) you prefer for Syracuse Road (1000 W. to 2000 W.) and why. Also indicate anything that could be added/changed to improve the Alternative(s).

new idea:
The team should study other for action & use for action in a south direction. To all include about business, safety, and make more with less that make a different situation with safety in the future.

option A
Increasing the existing shoulder width to the south and north (Consider widening alternative)

option B
Widening the existing roadway to the south (10 ft) (10 ft) (10 ft)

option C
Widening the existing shoulder to the south (10 ft) (10 ft) (10 ft)

Comments:

Public input will be used in the decision making process. Please feel free to ask additional comment sheets as needed. We greatly appreciate your participation.

Comment Form

Question 4: Please list any additional comments, suggestions, or concerns you have regarding this project.

- Several individuals see the need for improvements, including considerations for buses, bike lanes, and improved school crossings.

October 20, 2004: Syracuse City

Representatives of UDOT and Horrocks Engineers met with Syracuse City. The following items were discussed:

- Utilities Issues

- City wants to proceed with the intent to bury the utilities, but it is not a guarantee (cost to city: about \$1¼ to 1¾ million).
- If the easement/buffer area is used on the north side for the south shift alternative, then UDOT ends up acquiring 10 extra feet of right-of-way. This could cost around \$500,000.
- Other betterment issues
 - Park strips - the city does not want colored stamped concrete.
 - Planting wells will not be used.
 - The city would like formal planting of trees; it may explore working with property owners to place trees and other betterments outside of UDOT right-of-way. Charles indicated that items purchased with federal funds need to be in the right-of-way.
 - The city has a lighting detail it wants to use.
 - Some enhancement funds may be obtained (city 20% match; can't use for utilities).
- The city is planning to have Boyer extend Marilyn Drive (1475 West). It is not sure what to do with the two intersections or where it would like the signal. It agrees that the school crossing should be at the signal.
- According to Cindy Gooch, the locally important structure letters/coordination from the Museum foundation was intended to identify structures that the foundation would like mitigated (moved to a new location if possible). The letter was not intended to indicate structures the city feels should be avoided.
- The 2000 West Intersection was shifted west to avoid the historic property.
- Rodger will put the following information on the ftp site:
 - Electronic parks map
 - Electronic bicycle/trails map
 - Electronic zoning and land use maps
- Public Meeting #4
 - Date: Wednesday, November 10, 2004.
 - Advertising boards placed on Museum Property on south side and in the parkstrip on the north side.
 - Materials to be presented: Alternatives to be carried through document (north shift, south shift, no-build) with identification of the “technically” preferred alternative.
 - Information desired from public: Acceptability of alternative and ways to improve alternative.

November 10, 2004: Public Open House No. 4

Approximately 112 individuals attended the open house, and written comments were received from 33 individuals. A summary of comments received at the meeting is as follows:

- The majority of individuals preferred Alternative C – the technically preferred alternative.
- Several individuals expressed their preference



Public Meeting

for underground utilities.

- Many individuals want improvements made to intersecting streets – specifically signals and crosswalks at either Allison Way or Marilyn Drive.

January 27, 2005: Syracuse City

Representatives of Horrocks Engineers met with Syracuse City. The following items were discussed:

- A current zoning map dated January 4, 2005 was provided.
- Several new subdivisions are underway within Syracuse City. Seven subdivisions that are just starting were identified that will include at least 843 new homes. The new high school is under construction along 2000 West north of 700 South. Discussions are underway for a Wal-Mart on Syracuse West just west of 2000 West.
- 1475 West has been approved and platted – part of the Boyer development.
- Resolution says Alt E & F would dissect over 50 acres of commercial property. The land south of the designated commercial use is planned to be residential. The Boyer Company has platted half of this property for residential development which eliminates any possibility of shifting the commercial development to the south.
- Syracuse Road is already used as a boundary and no additional social impacts as a result of Alternative C or D is expected.
- Land use in Syracuse City under the No-action Alternative was discussed. Vacant land on the north side of Syracuse Road may develop as residential instead of commercial under this scenario. Also the land south of Syracuse Road may not develop into commercial. It is anticipated that commercial development at the 1000 West and 2000 West intersections would remain the same. It is not expected that other development in Syracuse City would change.
- In addition to Toshich & Chieko Shibs @ 1679 West Syracuse Road, Roger is aware of some Hispanic families that live along Syracuse Road.
- Roger is not aware of any businesses that are minority or low income owners.
- A small grocery store (Tom's Market) was on the southwest corner of Syracuse Road/2000 West in a building owned by George Hamblin. Underground storage tanks began leaking a few years ago and were removed in 2000 (known as Tomboy on the LUST list). The remediation efforts are still underway. The groundwater flow is to the west so there should be little or not impact to the project.
- Roger will provide a map showing the recreational boundaries on the city owned property. The boundaries will not go to Syracuse Road – the museum property is not part of the recreational use and therefore would not be considered a Section 4(f) property.
- Storm drain trunk lines are in place at Allison Way and 2000 West and have been sized to accommodate the storm water from Syracuse Road. Detention basins should not be needed along Syracuse Road.

February 6, 2006: Public Hearing

The Public Hearing was held on February 8, 2006 at the Syracuse City offices. The Public Hearing was attended by 128 individuals and comments were received by 50 individuals (48 written and two verbal). The majority of comments received were in favor of Alternative C (mostly south shift) as the Preferred Alternative, while 8 individuals thought that another

alternative was better than Alternative C. Other comments included the following (a complete list of comments and responses is included in Appendix D – Comments on Draft EIS):

- A traffic signal is needed at Marilyn Drive.
- Roadway improvements are needed on Syracuse Road westward to 2500 West/Bluff Street.
- The homes on the north side should be taken because they are run down and an eyesore.
- Why were Alternatives E and F removed from further study – they had much fewer impacts?
- I am against any raised medians.
- Alternative D should be the Preferred Alternative.
- Need a noise wall for our home.

8.2 CORRESPONDENCE LETTERS

Correspondence letters are shown in Table 8-1 and are included in the following pages, in order by date.

Table 8-1. Coordination Letters.

| Date | To | From | Topic |
|--------------------|--|---|---------------------------------------|
| February 7, 2003 | Horrocks Engineers (Chris Elison) | NRCS (Ray Grow) | Farmland |
| May 14, 2003 | UDOT (Bruce Swenson) | Syracuse City (Rodger Worthen) | City Coordination |
| May 19, 2003 | Syracuse City (Rodger Worthen) | UDOT (Bruce Swenson) | City Coordination |
| September 29, 2003 | Horrocks Engineers (Stan Jorgensen) | Wetland Resources (Todd Sherman) | Wetlands |
| October 14, 2003 | UDOT (Terry Johnson) | US Army Corps of Engineers (James Thomas) | Wetlands |
| January 20, 2004 | WFRC (Charles Chappell) | FTA (Lee O. Waddleton) FHWA (David C. Gibbs) | Air Quality |
| February 11, 2004 | FHWA (Jeffrey Berna) | UDOT (Ahmad Jaber) | Logical Termini |
| February 24, 2005 | UDOT (Ahmad Jaber) | FHWA (Jeffrey Berna) | Logical Termini |
| March 2, 2004 | Horrocks Engineers (Tom Allen) | WFRC (Kip Billings) | Congestion Management System |
| March 15, 2004 | Earth Touch (Lornal Billat) | Utah Geological Society (Martha Hayden) | Paleontological Compliance |
| April 8, 2004 | Horrocks Engineers (Brian Christensen) | UDOT (John Leonard) | Draft Operational Safety Report |
| June 22, 2004 | Horrocks Engineers (Stephanee Eastman) | Syracuse City (Cindy Gooch) | City Council Resolution R04-05 |
| July 12, 2004 | Horrocks Engineers (Stan Jorgensen) | Utah Department of Natural Resources (Lyle Bennett) | Section 6(f) properties |
| July 29, 2004 | UDOT (Chris Lizotte) | Syracuse Museum Foundation (DeLore Thurgood) | Locally important historic structures |
| August 16, 2004 | Horrocks Engineers (Stewart Lamb) | Syracuse Museum Foundation (DeLore Thurgood) | Locally important historic structures |
| November 1, 2004 | Horrocks Engineers (Carla Wilson) | UDOT (Paul West) | Peregrine Falcon |
| December 13, 2004 | SHPO (Barbara Murphy) | UDOT (Shaun Nelson) | DOE/FOE Concurrence |

| Date | To | From | Topic |
|--------------------|---|---|--|
| December 16, 2004 | Native American Tribes | FHWA (Jeff Berna) | Cultural Coordination |
| January 28, 2005 | Horrocks Engineers (Nicole Tolley) | UDWR (Lenora Sullivan) | Wildlife |
| February 1, 2005 | Horrocks Engineers (Tom Allen) | Syracuse City (Roger Worthen) | Recreational boundaries for Centennial Park |
| February 9, 2005 | UDOT (Paul West) | USFWS (Henry Maddux) | Threatened and Endangered Species |
| April 15, 2005 | UDOT Environmental Staff, UDOT Project Managers & Consultants | UDOT (Lyle McMillan & Brent Jensen) | Relocation Impacts in Environmental Documents |
| August 24, 2005 | Horrocks Engineers (Bradley Powell) | LECG (Philip Cook) | Land Use and Developability Evaluation |
| September 7, 2005 | Syracuse City (Mike Moyes) | Lewis Young Robertson & Birmingham, Inc. (Susan Becker) | Syracuse City Commercial & Sales Tax Impacts |
| September 13, 2005 | Horrocks Engineers (Stan Jorgensen) | Syracuse City (Mike Moyes) | Syracuse City Commercial & Sales Tax Impacts |
| September 21, 2005 | Syracuse Road Project File | Horrocks Engineers | Feasible and Prudent Standard of Alternative E |
| September 30, 2005 | UDOT (John Njord) | FTA (Lee Waddleton) FHWA (Charles Bolinger) | Air Quality Conformity |
| January 18, 2006 | FHWA (Jeffrey Berna) | ACHP (Raymond Wallace) | ACHP Notification of Adverse Effects |
| January 30, 2006 | Standard Examiner (Susan Bennett) | Horrocks Engineers | Proof of Publication in Standard Examiner for Public Hearing |
| February 1, 2006 | Newspaper Agency Corporation (Cheri Earl) | Horrocks Engineers | Proof of Publication in SL Tribune & Deseret Morning News for Public Hearing |
| February 27, 2006 | US Fish and Wildlife (Henry Maddux) | UDOT (Paul West) | Threatened and Endangered Species |
| March 28, 2006 | Davis County Clipper | UDOT | Notice of Adverse Effect Proof of Publication |
| March 30, 2006 | Standard Examiner | UDOT | Notice of Adverse Effect Proof of Publication |

HORROCKS ENG.

FEB 07 2003

RECEIVED



NRCS *Utah*

United States
Department of
Agriculture

Natural
Resources
Conservation
Service

Ray Grow
Murray Field Office
1030 W. 5370 S. #100
Murray, Ut. 84123

Phone:
801 623-3204
Ext. 115

FAX
801 263-3667

Chris Elison
Horrocks Engineers
One West Main
American Fork, UT 84003

Dear Chris,

Humble apologies for lack of response on your request for a reference on the exemption rule for Prime Farmland.

Enclosed is the document available to us which has the exemption rule in the definition paragraph.

Thanks,

Ray Grow
Ray Grow

TITLE 7--AGRICULTURE

CHAPTER VI--NATURAL RESOURCES CONSERVATION SERVICE, DEPARTMENT OF AGRICULTURE

PART 658--FARMLAND PROTECTION POLICY ACT--Table of Contents

Sec. 658.1 Purpose.

This part sets out the criteria developed by the Secretary of Agriculture, in cooperation with other Federal agencies, pursuant to section 1541(a) of the Farmland Protection Policy Act (FPPA or the Act) 7 U.S.C. 4202(a). As required by section 1541(b) of the Act, 7 U.S.C. 4202(b), Federal agencies are (a) to use the criteria to identify and take into account the adverse effects of their programs on the preservation of farmland, (b) to consider alternative actions, as appropriate, that could lessen adverse effects, and (c) to ensure that their programs, to the extent practicable, are compatible with State and units of local government and private programs and policies to protect farmland. Guidelines to assist agencies in using the criteria are included in this part. The Department of Agriculture (hereinafter USDA) may make available to States, units of local government, individuals, organizations, and other units of the Federal Government, information useful in restoring, maintaining, and improving the quantity and quality of farmland.

Sec. 658.2 Definitions.

(a) Farmland means prime or unique farmlands as defined in section 1540(c)(1) of the Act or farmland that is determined by the appropriate state or unit of local government agency or agencies with concurrence of the Secretary to be farmland of statewide or local importance. "Farmland" does not include land already in or committed to urban development or water storage. Farmland "already in" urban development or water storage includes all such land with a density of 30 structures per 40-acre area. Farmland already in urban development also includes lands identified as "urbanized area" (UA) on the Census Bureau Map, or as urban area mapped with a "tint overprint" on the USGS topographical maps, or as "urban-built-up" on the USDA Important Farmland Maps. Areas shown as white on the USDA Important Farmland Maps are not "farmland" and, therefore, are not subject to the Act. Farmland "committed to urban development or water storage" includes all such land that receives a combined score of 160 points or less from the land evaluation and site assessment criteria.

(b) Federal agency means a department, agency, independent commission, or other unit of the Federal Government.

(c) Federal program means those activities or responsibilities of a Federal agency that involve undertaking, financing, or assisting construction or improvement projects or acquiring, managing, or disposing of Federal lands and facilities.

(1) The term "Federal program" does not include:

(i) Federal permitting, licensing, or rate approval programs for activities on private or non-Federal lands; and

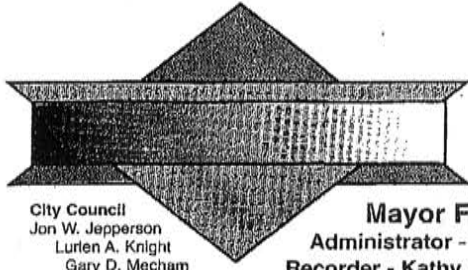
(ii) Construction or improvement projects that were beyond the planning stage and were in either the active design or construction state on August 4, 1984.

2. For the purposes of this section, a project is considered to be "beyond the planning stage and in either the active design or construction state on August 4, 1984" if, on or before that date, actual construction of the project had commenced or:

(i) Acquisition of land or easements for the project had occurred or all required Federal agency planning documents and steps were completed and accepted, endorsed, or approved by the appropriate agency;

(ii) A final environmental impact statement was filed with the Environmental Protection Agency or an environmental assessment was completed and a finding of no significant impact was executed by the appropriate agency official; and

(iii) The engineering or architectural design had begun or such services had been secured by contract. The phrase "undertaking, financing, or assisting construction or improvement projects" includes providing loan guarantees or loan insurance for such projects and includes the acquisition, management and disposal of land or facilities that a Federal agency obtains as the result of foreclosure or other actions taken under a loan or other financial assistance provided by the agency directly and specifically for that property. For the purposes of this section, the



City Council
Jon W. Jepperson
Lurlen A. Knight
Gary D. Mechem
Bobble D. Miller
Robert S. Wood

Mayor Fred Panucci
Administrator - J. Michael Moyes
Recorder - Kathy Holt
Treasurer - Jana Schofield

Sc

ROUTING - REQUEST

Please

- ☒ READ
☒ HANDLE
☐ APPROVE

and

- ☐ FORWARD
☐ RETURN
☐ KEEP OR DISCARD
☐ REVIEW WITH ME

Date

5/19/03

From

Bruce Swenson

To *Stan Jorgensen*

801 756 2362

May 14, 2003

Mr. Bruce Swenson
UDOT Region 1 Project Manager
169 North Wall Avenue
P. O. Box 12580
Ogden, UT 84412-2580

Dear Mr. Swenson:

Syracuse City desires to be heavily involved in the design of State Road 108 from 1000 West to 2000 West. This area is the gateway to our City and creates an impression with residents and travelers visiting Antelope Island.

Due to the importance placed on this roadway, we established a Town Center Plan which recently received approval by the Planning Commission and City Council. This project involved a number of people, including representatives from UDOT.

It is our desire to create an area along SR 108 that includes formal planting of trees, unique street lighting, and other streetscape amenities from 1000 West to 2000 West, which of course, is the Town Center area. Obviously, a cooperative effort in planning and financial support would be necessary. I would hope all interested parties will be accommodated.

The enclosed Town Center Plan outlines and illustrates the intents and policies of the City within the SR 108 widening project. I look forward to discussing upcoming details regarding SR 108 and our streetscapes plans in the near future. Please contact myself or City Administrator, J. Michael Moyes, for further discussion.

Sincerely,

Rodger Worthen
Community Development Director

RW/mc

Enclosure

May 19, 2003

Mr. Rodger Worthen
Community Development Director
Syracuse City
1787 South 2000 West
Syracuse, Utah 84075

SUBJECT: Response to May 14, 2003 letter regarding the Syracuse Road 1000 West to 2000 West Project (UDOT Project No. STP-0108(8)4)

Dear Mr. Worthen:

In response to your May 14, 2003 letter, we are pleased to hear of Syracuse City's interest and commitment to the Syracuse Road project between 1000 West and 2000 West. We welcome involvement from the city during the environmental and design phases of the project.

We understand that this area is seen as the gateway to Syracuse City and as such, UDOT desires to help create a positive impression with residents and travelers visiting Antelope Island. We appreciate the Town Center Plan and will consider the plan as we develop and evaluate alternatives for this project.

We believe in Context Sensitive Solutions (CSS) and look forward to exploring CSS options with the city. Our CSS process will lead to an understanding of the issues that are important to the city and other stakeholders. In your letter, you expressed the City's desire to include formal planting of trees, unique street lighting, and other streetscape amenities. We look forward to exploring these options with the city and we appreciate that the city understands the need for financial support of betterments.

UDOT has selected Horrocks Engineers to perform this project. It is anticipated that the contract between UDOT and Horrocks will be completed by the end of June at which time a project team representative will contact the city to initiate project coordination. We very much look forward to working together to bring about a project that will meet the transportation need and be a benefit to the community.

Sincerely,
The Utah Department of Transportation

Bruce Swenson
Project Manager

cc: file

J. Michael Moyes, Syracuse City, 1787 South 2000 West, Syracuse, UT 84075
Stan Jorgensen, Horrocks Engineers, P.O. Box 377, American Fork, UT 84003



Wetland Resources

182 East 300 North
Logan, Utah 84321
(435) 753-4517

HORROCKS ENG.

SEP 8 9 2003

RECEIVED

September 29, 2003

Stan Jorgensen
Horrocks Engineering
1 West Main
American Fork, Utah 84003

Stan,

Enclosed is the wetland identification for the Syracuse Road project. No wetland areas were identified within the project corridor. I have sent a copy of the report to Jim Thomas at the Corps for a verification letter. Hopefully with the aerial photo and the other supporting information I provided him, he will not need to make a site visit, and can get us the verification letter soon.

Please feel free to give me a call if you have any questions.

Sincerely,

Todd Sherman



REPLY TO
ATTENTION OF

DEPARTMENT OF THE ARMY
U.S. ARMY ENGINEER DISTRICT, SACRAMENTO
CORPS OF ENGINEERS
1325 J STREET
SACRAMENTO, CALIFORNIA 95814-2922

October 14, 2003

Regulatory Branch (200350528)

Terry Johnson
Utah Department of Transportation
4501 South 2700 West
Salt Lake City, Utah 84114

Dear Mr. Johnson:

This concerns UDOT's proposed widening project on Syracuse Road from 1000 West to 2000 West. The project is located between Sections 10 and 15, Township 4 North, Range 2 West, SLB&M, Davis County, Utah.

Based on the information provided in your behalf by Todd Sherman of Wetland Resources, we have determined that there are no waters of the United States, including wetlands, in the project area. Therefore, a Department of the Army Permit is not required for this work.

We have issued identification number 200350528 to this action. Please refer to this number in any correspondence concerning this project. If you have any questions, please contact me at the Utah Regulatory Office, 533 West 2600 South, Suite 150, Bountiful, Utah 84010, or email Jim.Thomas@usace.army.mil, or telephone 801-295-8380, extension 18.

Sincerely,

ORIGINAL SIGNED

James Thomas
Project Manager

Enclosures

Copy furnished:

Todd Sherman, Wetland Resources, 182 East 300 North, Logan, Utah 84321



Federal Transit Administration
216 16th Street, Suite 650
Denver, CO 80202-5120

Federal Highway Administration
2620 West 4700 South, Suite 8A
Taylorsville, UT 84118-1847

OPTIONAL FORM 98 (7-90)

FAX TRANSMITTAL

of pages = 1

| | |
|------------------------|--------------------|
| To DOUG HATTERY | From HARLAN |
| Dept./Agency | Phone # |
| Fax # 363-4230 | Fax # |

NSN 7540-01-317-7368 5099-101 GENERAL SERVICES ADMINISTRATION

January 20, 2004

Mr. Charles Chappell, Executive Director
Wasatch Front Regional Council
295 North Jimmy Doolittle Road
Salt Lake City, UT 84097

Subject: Conformity Finding for the Salt Lake and Ogden/Layton Urbanized Areas
2004-2030 Long-Range Transportation Plan and Amended 2004-2008
Transportation Improvement Program

Dear Mr. Chappell:

In accordance with the Clean Air Act of 1990, as amended, conformity findings of the transportation plans and programs in non-attainment and maintenance areas are required of the U.S. Department of Transportation. Based on our evaluation of the Wasatch Front Regional Council's conformity determination, made in its capacity as the Metropolitan Planning Organization for the Salt Lake and Ogden/Layton urbanized areas, and in coordination with the U.S. Environmental Protection Agency (EPA), the Utah Department of Transportation (UDOT), the Utah Transit Authority (UTA), and the Utah Department of Environmental Quality (UDEQ), we have concluded that the requirements of the EPA's conformity regulation have been met for the Davis County, the Salt Lake County, the Ogden City, and the Salt Lake City non-attainment and maintenance areas.

Accordingly, a conformity finding for the subject Long-Range Transportation Plan and the amended 2004-2008 Transportation Improvement Program, is hereby jointly made by the Federal Transit Administration and the Federal Highway Administration.

This conformity finding remains in effect until such time as a new finding is required, either by new regulatory requirements, major revision of transportation plans or programs, or a revision to the State Implementation Plan.

Sincerely,

Lee O. Waddleton
Regional Administrator
Federal Transit Administration

David C. Gibbs, P.E.
Division Administrator
Federal Highway Administration

cc: John English, UTA
John Njord, UDOT
Dianne Nielson, UDEQ
Robbie Roberts, EPA



State of Utah

OLENE S. WALKER
Governor

GAYLE McKEACHNIE
Lieutenant Governor

DEPARTMENT OF TRANSPORTATION

JOHN R. NJORD, P.E.
Executive Director

CARLOS M. BRACERAS, P.E.
Deputy Director

HORROCKS ENG.

FEB 16 2004

RECEIVED

February 11, 2004

Jeffrey Berna
Environmental Specialist
FHWA - Utah Division
2520 W 4700 S Ste 9A
Salt Lake City, UT 84118-1847

Re: Logical Termini, Syracuse Road from 1000 to 2000 West in
Syracuse, Project No.: *STP-0108(7)3

Dear Jeffrey:

This letter is to recommend that the logical termini at the west end of the Syracuse Road project (*STP-0108(7)3) be placed at 2000 West. Per our discussion at the meeting held on December 11, 2003, we were to have our consultant review the logical termini for the west end of the project and make a recommendation. They have now completed this. The consultant's recommendation is included below. We at the Region agree that this is the correct location.

As provided in 23 CFR 771.111(f), three factors are to be considered in determining the termini for a highway project. The western terminus of 2000 West on Syracuse Road relative to these three factors is discussed below:

1. Connect logical termini and be of sufficient length to address environmental matters on a broad scope.
 - The project upgrades Syracuse Road to meet the traffic demand between 1000 West and 2000 West. Syracuse Road has been improved to the east and provides access to I-15, the Freeport Center, Hill Air Force Base, and other employers and commercial areas. The area west of 2000 West is mostly agricultural land with some residential development and Antelope Island State Park.

- The improvement will not trigger immediate transportation improvements on Syracuse Road to the west. Syracuse Road terminates at the causeway entrance to Antelope Island State Park approximately 3 miles to the west. There are no major traffic generators or transportation facilities to the west, although the proposed Legacy Highway is included on WFRC's Long Range Plan.
- The area west of 2000 West takes on more of a rural character, although the area is experiencing a change from agriculture to residential development. Future capacity improvements to Syracuse Road will probably be on or near the current alignment because of the development that has taken place and because the western terminus will need to connect to the causeway to Antelope Island, approximately 2 miles west of 2000 West

This project, while short in length, completes the improvement of Syracuse Road within the built up area of Syracuse and Clearfield, providing access to I-15, and is part of the urban highway facilities of these communities. The change in character from urban development to primarily agricultural limits the scope of environmental impacts. The 2000 West terminus will provide consideration of impacts on the adjacent urban environment.

2. Have independent utility or independent significance, i.e., be usable and be a reasonable expenditure even if no additional transportation improvements in the area are made.
 - Preliminary traffic studies show that the majority of traffic disburses from Syracuse Road at or before 2000 West, with none of the routes carrying significant traffic west, north, or south of the 2000 West/Syracuse Road intersection. Highway improvements beyond this point will probably have a different character than for the current project.
 - This project connects to facilities to the east that have recently been improved and provides access to I-15 and other developed areas of the Wasatch Front.

This project will have independent utility. Syracuse Road to the east has been improved to I-15. The traffic demand is for traffic to the east with much lower demand in any other direction.

3. Not restrict consideration of alternatives for other reasonably foreseeable transportation improvements.

- Existing residential and commercial development and parks along Syracuse Road limits consideration of alignments for Syracuse Road. Based on preliminary evaluation, it appears that improvements to Syracuse Road will need to go through the existing 2000 West/Syracuse Road intersection, which is the western terminus of the EIS. Therefore, any future projects to the west will also need to tie to this same intersection.
- Syracuse City has adopted a plan for a Town Center, which centers on the 2000 West/Syracuse Road intersection. This plan includes carrying Syracuse Road through this intersection, which also supports Syracuse Road remaining on the current alignment at this point.
- Transportation plans do not provide for near term improvements to Syracuse Road west of 2000 West. UDOT's Long Range Plan for 2030 includes reconstruction for Syracuse Road from 2000 West to 4500 West (near the entrance to Antelope Island State Park) but does not identify funding for this improvement. WFRC's Long Range Plan also includes improvements to this section of Syracuse Road, identifying a need to widen the road to 4 lanes sometime between 2013 and 2022.
- One major unknown west of 2000 West is the Legacy Highway. The concept of a highway in what is now called the North Legacy Transportation Corridor has been part of transportation plans for decades and the North Legacy Transportation Corridor Study was completed in 2001. However, any construction is still many years away. WFRC's Long Range Plan includes construction activities in the 2013 to 2030 time frame. Timing of these improvements will depend on factors such as the rate of residential development in this area rather than any improvements to Syracuse Road. The needs for this portion of Syracuse Road will be different, depending on what decisions are made for Legacy Highway.

This project will not restrict consideration of alternatives for other reasonably foreseeable projects. Existing development and the Syracuse Town Center Plan directs the alternatives through the existing 2000 West/Syracuse Road intersection. Improvements to Syracuse Road to the west are included in transportation plans, but are at least 10 years in the future. The western terminus of Syracuse Road is at the causeway to Antelope Island, approximately three miles to the west, which imposes limitations on future demand as well as possible alternatives.

As part of this analysis, consideration was given to advantages and disadvantages of a terminus further to the west. This terminus could be either the crossing of the proposed Legacy Highway (approximately 3000 West) or SR-110 (4500 West).

Advantages:

- A corridor west of 2000 West could be preserved with environmental approval.
- Developers would know what type of transportation facilities would be provided.
- The possibility of legal challenge on logical termini would be reduced.

Disadvantages:

- Planned improvements are 10+ years in the future.
- Some residences will probably be identified as relocations. The lives of these residents will be in a state of turmoil for many years until the actual project activities begin.
- Actual transportation needs and project design will undoubtedly change, depending on how development occurs and the decisions that are made with the Legacy Highway. Better decisions can be made closer to the time of project implementation.

Logical Termini Letter
Continued - Page 5

Considering the above factors, the intersection of 2000 West and Syracuse Road is a logical western termini for this project.

Sincerely,

A handwritten signature in black ink, appearing to read 'Ahmad O. Jaber', written in a cursive style.

Ahmad O. Jaber
Region One Director

AOJ/CM/jw

cc: Charles Mace
Chris Lizotte
Dave Holmgren
Stan Jorgensen, Horrocks Engineers
Stan Adams
File



U.S. Department
Of Transportation
**Federal Highway
Administration**

READING

Utah Division

2520 West 4700 South, Ste. 9A
Salt Lake City, UT 84118-1847

February 24, 2004

File: STP-0108(7)3

Mr. Ahmad Jaber, Director
Utah Department of Transportation
Region One Headquarters
166 West Southwell Street
Ogden, UT 84404

SUBJECT: Logical Termini, Syracuse Road from 1000 W to 2000 W in Syracuse
Project No. *STP-0108(7)3

Dear Mr. Jaber:

I am writing in response to your February 11, 2004 letter recommending 2000 W as the logical terminus for the referenced project. I appreciate the effort that has been made to further research the appropriateness of this location. After reviewing the data in your letter I concur that 2000 W is the logical western terminus for this project.

Thank you for addressing my questions. I believe the analysis helps support our decision and improve the administrative record. Should you have any further questions, please contact me at (801) 963-0078, Extension 235.

Sincerely yours,

Jeffrey Berna
Environmental Specialist

cc:

Charles Mace, UDOT Region 1, Project Manager
Chris Lizotte, UDOT Region 1, NHPA/NEPA Specialist
Stan Jorgensen, Horrocks Engineers, Project Manager
Stan Adams, UDOT, Rampton Complex, Environmental Engineer

JBerna:dm



WASATCH FRONT REGIONAL COUNCIL

295 NORTH JIMMY DOOLITTLE ROAD, SALT LAKE CITY, UTAH 84116

PHONE OGDEN 801-773-5559 • PHONE SALT LAKE 801-363-4250 • FAX 801-363-4230

TO: Tom Allen

FROM: Kip Billings

DATE: March 2, 2004

SUBJECT: Syracuse Road: 1000 West to 2000 West - CMS Justification and Recommendations

Enclosed is a copy of the CMS justification for the above project. The need for additional capacity is demonstrated as system management and demand management strategies alone are found insufficient to meet future demand at LOS "D" or better. There are also recommendations for TSM and TDM strategies appropriate to incorporate into widening projects for minor arterials, as well as a few points to emphasize for this project in particular.

The capacity justification analysis contained in this report is from a planning perspective as part of the Congestion Management System (CMS) of the Wasatch Front Regional Council. The purpose of the CMS is to determine in general terms whether or not a capacity increasing project should be included in the long range plan. This analysis is not intended to replace the need for a more detailed traffic analysis for the proposed project.

Please call me if you have any questions or concerns.

Project: **Syracuse Rd (2000 West - 1000 West)**
 4 lanes, Minor Arterial

Corridor: **Syracuse Rd (200 West - I-15)**

Need for Additional Capacity:

Growth rates for the Wasatch Front Region are high, with projected increases in population and employment of about 60 percent from 2001 to 2030. High population growth areas have been identified in south and west Salt Lake County, north Davis County, and north Weber County. Higher population densities are projected to be concentrated in the currently developed areas and most new development will occur at lower densities in outlying areas. Employment trends reflect a more diversified economy with large employment gains in suburban areas. Population and employment growth will result in increase demand for travel. Vehicle miles traveled is expected to increase 76% for the same 2001 to 2030 period with an even greater increase in demand (83% in western Salt Lake County) for north/south travel.

As shown in the attached table, the 2030 “Transit Only” (all transit improvements envisioned in the 2030 Plan are included in the analysis, but highway expansion projects are omitted) volume to capacity ratio (V/C) for the PM period along the project limits ranges from 1.3 to 1.6. By definition a V/C greater than 1.0 is not possible, so a modeled value greater than 1.0 indicates that demand exceeds capacity. The practical result of this situation is that peak speeds drop and commuters begin traveling at different times resulting in a longer period of congested traffic conditions often referred to as “peak spreading”. Assuming, as discussed below, that demand management strategies are put in place region wide and that signal coordination and access management are implemented, the 2030 V/C for the PM period along the project section would range from 1.2 to 1.4. Since this combination of demand and system management strategies would not improve the V/C ratio to the LOS “D” threshold of 0.89 or lower, additional capacity is needed.

Effectiveness of Alternative Strategies:

As required by federal legislation, all reasonable alternatives to adding capacity must be evaluated and shown to not sufficiently alleviate congestion before additional highway capacity is considered. Access control and signal coordination in the corridor, where applicable, could increase PM peak period capacity (one direction) from 2,200 to 2,500. Other TSM strategies are generally not appropriate for minor arterials.

On the demand management side, the projected 2030 “Transit Only” volumes ranging from 3,050 to 3,700 already reflect the trip reductions anticipated by implementing the transit and rideshare improvements envisioned in the LRP. Additional transit improvements designed specifically for this corridor could conceivably reduce demand another 3.0% based on past experience with transit projects in the Wasatch Front area. Likewise, project specific pedestrian/bicycle, and rideshare improvements could reduce demand 0.7% and 0.43% respectively. Staggered and flexible work hours, telecommuting, and growth management were estimated to reduce demand by 1.0%. HOV lanes obviously are not applicable in this case. The combined volume reductions achieved from these strategies result in a 2030 PM peak period volume ranging from 2,900 to 3,500.

Functional Class Clarifications:

This section of Syracuse Rd is functionally classified as a minor arterial. The following clarifications are given in addition to the guidance on minor arterials given in the previous section. Minor arterials are expected to provide through movement within communities, but should not penetrate identifiable neighborhoods. Therefore, it is critical to manage the facility as effectively as possible through geometric design, use of alternative modes, and signal technologies.

Signal Coordination: Coordination is important for arterials because of the greater emphasis on mobility for longer trips. Signal coordination is especially critical for minor arterials because of closer signal spacings. If conduit for interconnect is not present, it must be installed.

Access Management: Assuming feasibility, a management plan that balances socioeconomic impacts of access control with the mobility function of this minor arterial must be developed. Less aggressive control standards including signal restrictions at private driveways, driveway consolidation on new development, corner clearance, and related measures are recommended.

Transit Improvements: Coordinate with UTA for construction of park-and-ride lots in the project section, as well as shelter/bench improvements.

**Parking Management /
Increase Parking Costs:** Syracuse and Clearfield City need to manage parking and discourage SOV trips at large traffic generators in the corridor.

STRATEGIES GENERALLY APPROPRIATE FOR MINOR ARTERIALS

Minor Arterial Street System - The minor arterial street system should interconnect with and augment the urban principal arterial system and provide service to forecasted trips of moderate length at a somewhat lower level of travel mobility than principal arterials. This system also distributes travel to geographic areas smaller than those identified with the higher system.

The minor arterial street system includes all arterials not classified as principal and contains facilities that place more emphasis on land access than the higher system, and offer a lower level of traffic mobility. Such facilities may be expected to provide for movement within communities, but ideally should not penetrate identifiable neighborhoods.

SYSTEM MANAGEMENT

Signal System Improvements / Coordination - Coordination is important for arterials because of the greater emphasis on mobility for longer trips. Signal coordination is especially critical for minor arterials because of the closer signal spacings. Where signals are spaced at intervals between 1/4 mile and 1 mile, they should be coordinated. Other system improvements, such as installation, removal, or phasing, must be determined on a site specific basis.

Regional plans exist for signal system improvements and coordination. Where plans exist for signal coordination, the sponsor needs, at the minimum, to lay conduit. The sponsor needs to work with the signal coordination committee or other appropriate group for installation of the system. Traffic volumes at each signalized intersection need to be checked annually and if they have changed significantly, timing plans must be updated to accommodate the traffic changes.

Capacity Additions - New lanes or roads are particularly critical in high growth areas. They are also perhaps more often needed for arterials, which are designed to carry higher volumes of traffic. Without proper demand and system management, additional capacity will not prevent congestion in the long term. Hence the requirements for the sponsor to implement all other reasonable strategies when capacity is added.

Access Management - Access management is usually most appropriate for arterials, again because of the greater emphasis on mobility. Less aggressive control standards are desirable for minor arterials, such as driveway spacing, corner clearance, better driveway design which emphasizes through street movements, signal restrictions at private driveways, and limited turn restrictions at driveways.

The sponsor needs to develop an access management plan that balances socioeconomic impacts of access control with the primary mobility function of the minor arterial. The measures listed above need to be implemented, at a minimum, for new access. Since minor arterials are to offer a higher degree of access than principal arterials, completely limiting access is not appropriate. However, access should be encouraged on the lower of two intersecting functional classes.

Intelligent Transportation Systems (ITS) - Some ITS technology is appropriate for minor arterials. For example, signal timing and coordination enhancements should accommodate communication. Variable message signs may be appropriate at locations such as canyon access points. The sponsor should interface with the regional ATMS as much as possible.

Incident Management - Because minor arterials carry intermediate volumes of traffic, incident management programs are not cost effective for them.

Reversible Lanes - Minor arterials are designed to accommodate a moderate level of access and consequently, turning volumes typically create too much flow conflict for reversible lanes to be feasible. However, if additional capacity is needed where right of way is limited, directional split is greater than or equal to 60/40, and there are at least two lanes in the direction considered, then reversible lanes need to be evaluated.

Ramp Metering - Ramp metering does not apply to minor arterials.

Improving Intersection / Interchange Geometrics - When improving the geometrics of an intersection on a minor arterial, the engineer needs to pay attention to both the mobility and access needs of traffic on the facility.

If right-of-way is available or not excessively expensive, the sponsor needs to incorporate geometric improvements at the intersections, as appropriate for the projected volumes along the project facility and intersecting streets. If plans exist for signal improvements, geometric modifications need to be coordinated with those improvements.

DEMAND MANAGEMENT

Rideshare Programs - Rideshare programs potentially affect many trips on minor arterials connecting to principal arterials carrying work trips to the same or nearby destinations. A regional program is in place, and consequently, no requirements are made of sponsors.

Staggered and Flexible Work Hours - The validity of this strategy is similar to that of rideshare promotion. A regional promotion program is in place, and consequently, no requirements are made of sponsors.

Telecommuting - This strategy is regional in nature. The Transportation Plan for the area assumes that telecommuting will increase modestly in the future. However, no significant effect has been assumed.

Growth Management / Land Use Planning - This strategy is regional in nature. The Transportation Plan for the area assumes that growth management will increase modestly in the future. However, no significant effect has been assumed.

Transit Improvements - Transit improvements are sometimes regional in nature, and sometimes facility specific. Strategies that may be appropriate for minor arterials include transit malls, transit priority systems, limited stop buses, bus transfer centers, and new routes or frequency improvements.

Sponsors need to coordinate with UTA for any of the above items planned for the project section, as well as shelter/bench improvements.

High Occupancy Vehicle (HOV) Lanes - HOV lanes are not appropriate for minor arterials because of their intermediate trip lengths and higher turning volumes.

Walk / Bicycle - Minor arterials are good candidates for walk/bicycle routes, because of the emphasis on through movement, but the relatively lower speed. However, since this strategy is not projected to reduce a substantial number of trips, the only requirement of the sponsor is to coordinate with local governments to ensure that existing bicycle and pedestrian routes/facilities are preserved and that necessary right of way is preserved for planned routes/facilities.

Employer Commute / Trip Reduction Ordinances - Trip reduction ordinances would impact minor arterials. A regional plan is needed for this strategy, but has not yet been developed.

Congestion Pricing - There are presently no likely candidates for congestion pricing.

Parking Management / Increase Parking Costs - This strategy is most appropriate on facilities leading to major employment or activity centers. Techniques vary from instituting peripheral parking to removing on-street parking. Methods such as removing on-street parking are generally more appropriate for arterials with their emphasis on through movement.

Increase Gas or Auto-Related Taxes / Fees - This strategy is regional in nature. The Transportation Plan for the area assumes that taxes and fees will continue to increase at historical rates.

New Capacity Justification

| | Street | From | To | Length (miles) | Capacity (pcplph) | Lanes | 2030 PM Volume ^c | 2003 PM Capacity | 2030 PM Volume w/CMS Improvements | 2030 PM Capacity w/ CMS Improvements | 2030 V/C "Transit Only" | 2030 V/C "Transit & CMS" |
|--|----------|--------|----------|-------------------|----------------------|-------|--------------------------------|---------------------|---|---|----------------------------|--------------------------------|
| | Syracuse | 2000 W | Centroid | 0.44 | 885 | 1 | 3045 | 2654 | 2889 | 2973 | 1.09 | 0.97 |

| ISM Improvements | | | | TDM Improvements | | | | |
|------------------|-------------|---------------|--------------|------------------|---------|-----------|-----------|----------|
| Incident Mgmt. | Ramp Meters | Signal Coord. | Access Mgmt. | HOV Lanes | Transit | Ped./Bike | Rideshare | Flextime |
| 0 | 0 | 133 | 186 | 0 | 91 | 21 | 13 | 30 |

| Street | From | To | Length (miles) | Capacity (pcplph) | Lanes | | 2030 PM Volume ^c | 2003 PM Capacity | 2030 PM Volume w/CMS Improvements | 2030 PM Capacity w/ CMS | 2030 V/C | |
|----------|----------|--------|-------------------|----------------------|-------|---------|--------------------------------|---------------------|---|-------------------------------|----------------|--------------------|
| | | | | | 2003 | Phase 1 | | | | | "Transit Only" | "Transit & CMS" |
| Syracuse | Centroid | 1000 W | 0.56 | 885 | 1 | 2 | 3716 | 2654 | 3525 | 2973 | 1.33 | 1.19 |

| TSM Improvements | | | | TDM Improvements | | | | |
|------------------|-------------|---------------|--------------|------------------|---------|-----------|-----------|----------|
| Incident Mgmt. | Ramp Meters | Signal Coord. | Access Mgmt. | HOV Lanes | Transit | Ped./Bike | Rideshare | Flextime |
| 0 | 0 | 133 | 186 | 0 | 111 | 26 | 16 | 37 |

| | PM Period | New |
|----------------------------|-----------|-------|
| TSM Improvements | Capacity | 0 |
| Incident Management | | 0 |
| Ramp Metering ^a | | 5.00% |
| Signal Coordination | | 7.00% |
| Access Management | | 0 |
| ITS | | 0 |
| Interchange | | 0 |

| TDM | PM Period |
|---------------------------|-----------|
| Improvements ^b | Reduced |
| HOV | Volume |
| Transit Improvements | 0 |
| Ped./Bike | 3.00% |
| Rideshare | 0.70% |
| Flextime Telecommute | 0.43% |
| Growth mofmt | 1.00% |

^c Volume projection assumes 2003 highway network, 2030 transit service, and 2030 traffic demand (see 30SE 03HWY 30TRN 4PD.LOAD.NET).

^d Freeway LOS "D" v/c = 0.89 (HCM 2000, Table 23-2, 65 mph); the freeway v/c threshold of 0.89 will also be applied to arterials.

^f Assume HOV LOS "C" = 1,680 pcphpl and freeway lane LOS "E" = 2,350 pcphpl (HCM 2000, Table 23-2, 65 mph); freeway LOS D v/c = 0.63 (HCM 2000, Table 23-2, 65 mph), the freeway v/c threshold of 0.65 will also be applied.

HOV auto occupancy = 2.2, freeway auto occupancy = 1.2 (based on 2000 Census, SL & Ogden home based work trips).

⁹ Assumes ramp metering will allow greater capacity in outside lane rather than failure at LOS "D".

^h WFRC Congestion Management System factors based on national and local experience.

New Capacity Justification

| Street | From | To | Length (miles) | Capacity (pc/plph) | Lanes | | 2030 PM Volume ^c | 2003 PM Capacity | 2030 PM Volume w/CMS Improvements | 2030 PM Capacity w/ CMS Improvements | 2030 V/C "Transit Only" | 2030 V/C "Transit & CMS" |
|----------|--------|----------|-------------------|-----------------------|-------|---------|--------------------------------|---------------------|---|---|----------------------------|--------------------------------|
| | | | | | 2003 | Phase 1 | | | | | | |
| Syracuse | 2000 W | Centroid | 0.44 | 733 | 1 | 2 | 3045 | 2199 | 2889 | 2463 | 1.31 | 1.17 |

| TSM Improvements | | | | | TDM Improvements | | | | |
|------------------|-------------|---------------|--------------|-----|------------------|---------|-----------|-----------|----------|
| Incident Mgmt. | Ramp Meters | Signal Coord. | Access Mgmt. | ITS | HOV Lanes | Transit | Ped./Bike | Rideshare | Flextime |
| 0 | 0 | 110 | 154 | 0 | 0 | 91 | 21 | 13 | 30 |

| Street | From | To | Length (miles) | Capacity (pc/plph) | Lanes | | 2030 PM Volume ^c | 2003 PM Capacity | 2030 PM Volume w/CMS Improvements | 2030 PM Capacity w/ CMS Improvements | 2030 V/C "Transit Only" | 2030 V/C "Transit & CMS" |
|----------|----------|--------|-------------------|-----------------------|-------|---------|--------------------------------|---------------------|---|---|----------------------------|--------------------------------|
| | | | | | 2003 | Phase 1 | | | | | | |
| Syracuse | Centroid | 1000 W | 0.56 | 733 | 1 | 2 | 3716 | 2199 | 3525 | 2463 | 1.60 | 1.43 |

| <u>TSM Improvements</u> | | | | <u>TDM Improvements</u> | | | | |
|-------------------------|-------------|---------------|--------------|-------------------------|---------|-----------|-----------|----------|
| Incident Mgmt. | Ramp Meters | Signal Coord. | Access Mgmt. | HOV Lanes | Transit | Ped./Bike | Rideshare | Flextime |
| 0 | 0 | 110 | 154 | 0 | 111 | 26 | 16 | 37 |

| TSM Improvements | PM Period |
|----------------------------|----------------|
| Incident Management | New Capacity 0 |
| Ramp Metering ^a | 0 |
| Signal Coordination | 5.00% |
| Access Management | 7.00% |
| ITS | 0 |
| Interchange | 0 |

| TDM Improvements ^h | PM Period Reduced Volume |
|--------------------------------------|--------------------------------|
| HOV ⁰ | 0 |
| Transit Improvements | 3.00% |
| Ped./Bike | 0.70% |
| Rideshare | 0.43% |
| Flextime, Telecommute, Growth manmt. | 1.00% |

^c Volume projection assumes 2003 highway network, 2030 transit service, and 2030 traffic demand (see 30SE 03HWY 30TRN 4PD.LOAD.NET).

^d Freeway LOS "D" v/c = 0.89 (HCM 2000, Table 23-2, 65 mph); the freeway v/c threshold of 0.89 will also be applied to arterials.

^f Assume HOV LOS "C" = 1,680 pcphpl and freeway lane LOS "E" = 2,350 pcphpl (HCM 2000, Table 23-2, 65 mph); Freeway LOS "D" = 1,900 pcphpl (HCM 2000, Table 23-2, 65 mph); and Freeway LOS "F" = 2,800 pcphpl (HCM 2000, Table 23-2, 65 mph).

HOV auto occupancy = 2.2, freeway auto occupancy = 1.2 (based on 2000 Census, SL & Ogden home based work trips).

⁹ Assumes ramp metering will allow greater capacity in outside lane rather than failure at LOS "D".

^h WERC Congestion Management System factors based on national and local experience.



State of Utah
DEPARTMENT OF NATURAL RESOURCES
UTAH GEOLOGICAL SURVEY

Michael O. Leavitt
Governor

Robert L. Morgan
Executive Director

Richard G. Allis, Ph.D.
State Geologist

1594 West North Temple, Suite 3110

PO Box 146100

Salt Lake City, Utah 84114-6100

801-537-3300

801-537-3400 (Fax)

www.nr.utah.gov

March 15, 2004

Lorna Billat
Earth Touch LLC
2269 East Canyon View Drive
Layton UT 84040

RE: File Search for Project No. HRCK-14: Syracuse Road Widening Project, Davis County, Utah
U.C.A. 63-73-19 (Paleontological) Compliance; Request for Confirmation of Literature Search according to the UDOT/UGS Memorandum of Understanding.

Dear Lorna:

I have conducted a paleontological file search for the Syracuse Road Widening Project in response to your letter of March 15, 2004. This project qualifies for treatment under the UDOT/UGS executed Memorandum of Understanding.

There are no paleontological localities recorded in the project area. However, Lake Bonneville deposits (Qlts) that are exposed in this project area, have the potential for yielding significant vertebrate fossil localities. So please be aware of possible impacts to paleontological resources if these deposits are disturbed as a result of construction activities. Otherwise, this project should have no impact on paleontological resources.

If you have any questions, please call me at (801) 537-3311.

Sincerely,

Martha Hayden
Paleontological Assistant



ate of Utah

OLENE S. WALKER
Governor

GAYLE McKEACHNIE
Lieutenant Governor

DEPARTMENT OF TRANSPORTATION

JOHN R. NJORD, P.E.
Executive Director

CARLOS M. BRACERAS, P.E.
Deputy Director

HORROCKS ENG

APR 11 2004

RECEIVED

April 8, 2004

Brian Christensen, P.E.
Horrocks Engineering
One Main Street
American Fork, Utah 84003

Re: Draft Operational Safety Report
Project No. STP-0108(8)4; SR-108 (Syracuse Rd.) from MP 3.8 to MP 4.1
(1000 West to 2000 West); Environmental Assessment Study.

Dear Mr. Christensen:

We have evaluated the accident history for the subject section of SR-108 for the three-year period of 2000 through 2002, with the following results:

| URBAN MINOR ARTERIAL | | ACTUAL | | | TOTAL/AVG | EXPECTED |
|----------------------|-------|--------|------|------|------------|----------|
| | | 2000 | 2001 | 2002 | | |
| Number of Accidents | | 35 | 31 | 34 | 100 / 33.3 | |
| Accident Rate | | 7.00 | 6.20 | 5.19 | 6.13 | 5.46 |
| Severity | | 1.77 | 1.65 | 1.68 | 1.70 | 1.65 |
| Rear End Accident | 52.0% | | | | 52 | |
| Right Angle Accident | 18.0% | | | | 18 | |
| Single Vehicle Acc. | 11.0% | | | | 11 | |

Accident data indicates that both the accident rate and severity of this section are higher than the expected. The predominant accident types are listed on the table above. Most of the rear end accidents occurred in between intersections; the main causes of these accidents was either "following too closely" or "improper lookout". The skid index for SR-108 through this segment of road is 33, which is substandard. Right angle and left turn accidents were concentrated at the intersections with 1000 west and 2000 west. The main contributing factors for these accidents were "Disregard traffic signal" and "failure to yield the right of way", respectively. The following is a summary of the types of accidents by number and by location:

| <u>LOCATION</u> | <u>ACCIDENT TYPE</u> | <u>NUMBER</u> |
|--|----------------------|---------------|
| 1. 1000 West | Rear End | 8 |
| | Right Angle | 6 |
| | Left Turn | 4 |
| 2. 2000 West | Right Angle | 8 |
| | Left Turn | 6 |
| | Rear End | 5 |
| 3. Segment between 1000 W and Banbury Dr. | Rear End | 27 |
| 4. Segment between Banbury Dr. and 2000 W. | Rear End | 13 |

Source documents are available at the Division of Traffic and Safety for additional analysis. If questions arise, please call me at 965-4045.

Sincerely,



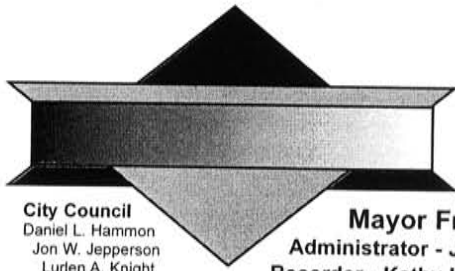
John Leonard, P.E.
Operations Engineer

JLL/EG/ar

cc: Robert Hull
John Leonard

Eric Cheng
Roland Stanger, FHWA

Zeke Gonzalez
Darin Duersch, R-1



City Council
Daniel L. Hammon
Jon W. Jepperson
Lurlen A. Knight
Wallace J. Peterson
Brian L. Truman

Mayor Fred Panucci
Administrator - J. Michael Moyes
Recorder - Kathy Holt
Treasurer - Jana Schofield

Syracuse City

June 22, 2004

In regards to: Road Widening 1000 West to 2000 West, Syracuse

Stephane Eastman
Horrocks Engineers
One West Main
Po Box 377
American Fork, UT 84003

Dear Stephane Eastman,

Per our conversation this past week I am sending you Resolution R04-05. This resolution expresses the City Council's view and opinion on the issue. If you need any other information please feel free to call.

HORROCKS ENG.

JUN 24 2004

RECEIVED

Sincerely,

Cindy Gooch
Economic Development Director
Syracuse City

RESOLUTION R04-05

A RESOLUTION SUPPORTING A STRAIGHT ALIGNMENT FOR UDOT PROJECT NO. STP-0108(8)4, WIDENING SYRACUSE ROAD BETWEEN 1000 WEST AND 2000 WEST IN SYRACUSE

WHEREAS, Syracuse Road (SR-108, 1700 South, or Antelope Drive) is a state highway; and

WHEREAS, the Utah State Transportation Department has placed the section of road between 1000 West and 2000 West on its master transportation plan for widening to a 110 foot right of way; and

WHEREAS, the Transportation Department has employed Horrocks Engineers to conduct an Environmental Impact Study as part of the reconstruction process; and

WHEREAS, the Environmental Impact Study is to look at all potential impact of the road project including impact to potential historical structures; and

WHEREAS, the Department of Transportation and Horrocks Engineers have identified several structures with potential historical significance and accordingly have proposed several alignment alternatives that would minimize the impact on these structures; and

WHEREAS, two of the options, Option E and F, would move the road from its straight course through Syracuse City and curve it behind the existing homes along Syracuse Road to preserve historic houses; and

WHEREAS, most of the houses in question do not have historic integrity or value in the history of the city; and

WHEREAS, the State Transportation Department has asked for input from the City relative to the alignment alternatives; and

WHEREAS, alignments placing the road off of the existing corridor would create a hardship to the city, in as much as this would dissect over 50 acres of commercial property in such a manner as to reduce or eliminate their ability for development; and

WHEREAS, avoidance alternatives leave the city with a blighted area that currently exists because of the age and condition of the homes along the existing corridor, a condition that otherwise would be corrected;

NOW, THEREFORE, BE IT RESOLVED THAT Syracuse City Mayor and Council unanimously support a straight alignment for the Syracuse Road upgrade, as outlined in options A, B, C, or D for the following reasons:

1. The straight alignment conforms with the City's General Plan.
2. The straight alignment does not dissect the already limited number of commercial acres fronting Antelope Drive.
3. The straight alignment still protects those homes identified in the study as having the most historical significance.

4. The City has been working with commercial developer on the property south of the existing right of way and expects plans to be submitted soon for approval.

5. Traffic impacts are better addressed with the straight alignment.

6. Existing homes will not be left with double fronting lots.

7. The historic alignment of Antelope Drive is straight and has been planned for in the City's planning process.

APPROVED UNANIMOUSLY BY THE SYRACUSE CITY COUNCIL AND SIGNED BY THE MAYOR this 25th day of May 2004.



.. Mayor ..

ATTEST:


.. City Recorder ..



State of Utah

Department of
Natural Resources

ROBERT L. MORGAN
Executive Director

Division of
Parks & Recreation

MARY L. TULLIUS
Division Director

OLENE S. WALKER
Governor

GAYLE F. McKEACHNIE
Lieutenant Governor

HORROCKS ENG.

JUL 14 2004

RECEIVED

July 12, 2004

Mr. Stan Jorgensen, P.E.
Horrocks Engineers
PO Box 377
American Fork, UT 84003

Re: Environmental Impact Statement
Syracuse Road; 1000 West to 2000 West, Syracuse
UDOT Project No. STP-0108(8)4, CID No. 5094415D, PIN No. 2445

Dear Mr. Jorgensen:

In response to your letter of July 8, 2004 regarding the above project, there are no Land and Water Conservation Fund Section 6(f) properties adjacent to Syracuse Road (Antelope Drive) between 1000 West and 2000 West in Syracuse. The nearest 6(f) property is Alma Stoker Park located at approximately 1575 South and 1250 West in Syracuse.

If you have further questions, please feel free to call me at (801) 538-7354.

Sincerely,

Lyle T. Bennett
Grants Coordinator



Syracuse Museum Foundation

A NON-PROFIT ORGANIZATION
1787 SOUTH 2000 WEST, SYRACUSE, UTAH 84075

Mr. Christopher Lizotte, M.A.
Archaeologist & NEPA Specialist
UDOT Region One
166 West Southwell Street
Ogden, UT 84404

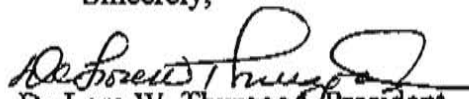
July 29, 2004

Dear Mr. Lizotte:

At a Board meeting on 10 July 2004, Directors of the Syracuse Museum Foundation identified a listing of old buildings located in Syracuse as having significant historical value to our community.

The listing is attached and is provided for your information and use.

Sincerely,


De Lore W. Thurgood, President

HISTORIC BUILDINGS IN SYRACUSE – 1700 SOUTH & 2000 WEST STREETS

1. **"Old" A. O. Stoker home, 1048 W. 1700 S. (Constructed in 1910)**
2. **"Old" John Stoker home, 1206 W. 1700 S. (Constructed in 1907)**
3. **"Old" Jesse Holt home, 1327 W. 1700 S. (Constructed in 1912)**
4. **"Old" Joseph Hansen home, 1518 W. 1700 S. (Constructed in 1913)**
5. **"Old" T. J. Thurgood home, 1782 W. 1700 S. (Constructed in 1909)**
6. **"Old" Walker home, 1797 W. 1700 S. (Constructed in about 1898)**
7. **"Old" Central Mercantile store, 1848 W. 1700 S. (Constructed in about 1898)**
8. **"Old" Modern Cash Market store, 1639 S. 2000 W. (Constructed in 1926)**
1655
9. **"Old" Barber Shop, 1275 S. 2000 W. (Construction date unknown)**

Email for Stewart Lamb @ StewartL@horrocks.com

8/16/04

Subject: Locally Significant Historic Structures

Re: Your email August 11, 2004

Dear Mr. Lamb:

The historical structures that we are attempting to preserve were built long ago when the community's population consisted of only a few hundred people. Today our population is in excess of seventeen thousand. The vast majority of the current residents are transplants with no Syracuse "roots" whatsoever. Consequently, I'm afraid we would be hard pressed to find any knowledgeable points of view that reflect a historically-vested interest. Perhaps some of the residents have opinions about preserving these old structures, but I don't think they would be based on personal sentiments or historic related feelings. Moreover, the structures identified are not all of the buildings in Syracuse with historic significance.

Additional comments on the 9 structures previously identified are as follows:

1. **Dwelling located at 1048 West 1700 South** -- This brick home was built in 1910 by Alma Osro & Jean Frew Stoker. A.O., as he was called, was a successful stockman and farmer. He was active in church and civic affairs, and was a bishop for 12 years. He was a Davis County commissioner for two terms, and the 2nd Syracuse Town Board President. He served in this position from January 1948 until his death in March 1959. Many community members sought the counsel of this great and wise man. A.O.'s father, Alma Stoker donated the first plot of ground for the Syracuse cemetery where two little girls were buried. They died in 1896 from Whooping Cough. Ironically, Alma died the following year and was the third person buried in the cemetery. **According to the plot plan in the Syracuse City Office the dwelling is currently owned by Con L. Wilcox.**

2. **Dwelling located at 1206 West 1700 South** -- This brick home was built in 1907 by John Lamont and Pearl Cox Stoker. John owned and operated his own farm that was part of his father's (Alma Stoker) original homestead. John had a large dairy herd and never traveled far from home because he always had chores to do and cows to milk twice a day. He was an excellent farmer. **According to the plot plan in the Syracuse City Office the dwelling is currently owned by Gordon Powell.**

3. **Dwelling located at 1327 West 1700 South** -- This brick home was built in 1912 by Jesse Mabey Holt. Jesse was a long-time farmer. Originally Jesse had a large peach and apple orchard east of the home and after irrigation water came to the Sandridge, he was successful in raising sugar beets, tomatoes, hay and grain. He was a good farmer until he was diagnosed with diabetes and his health would not allow him to continue farming. His son, William S. Holt, a former Utah State legislator, filled his father's shoes and took over running the farm. **According to the plot plan in the Syracuse City Office the dwelling is currently owned by Scott W. & Kathleen Holt.**

4. **Dwelling located at 1518 West 1700 South** -- This brick home was built in 1913 by Joseph and Regina Thurgood Hansen. Joseph worked a small farm and milked a few cows. He was a long-time resident of Syracuse. He worked at the Layton Sugar Factory for 43 years. ***According to the plot plan in the Syracuse City Office the dwelling is currently owned by Verl T. Dahl Trustees.***

5. **Dwelling located at 1782 West 1700 South** -- This brick home was built in 1909 by Thomas James and Elizabeth Stoker Thurgood. T.J. was one of the original settlers in Syracuse. He was the first Town Board President of Syracuse. His served in this position for a little over 12 years. The first two services offered to the residents under his administration was a central culinary water system and a perpetual beautification plan for the Syracuse Cemetery. T.J. was a farmer all his life. He was instrumental in getting the Davis and Weber Counties Canal Company organized in 1884. The first water to reach the Sandridge was in 1890. It is believed that T. J. made the first ditch from where the Job Corps main gate is currently located to his farm one and a half miles southwest in order to get irrigation water to his crops. He was also a major stockholder in the old Central Mercantile Company Store. In addition to selling hardware and groceries, the store had a lumber yard, sacks of wheat and other grains and coal. ***According to the plot plan in the Syracuse City Office the dwelling is currently owned by Wayne L. Hughes Sr.***

6. **Dwelling located at 1797 West 1700 South** -- This wooden structure was built in 1898 by Daniel Walker. It is one of the oldest standing homes in Syracuse. It is currently used as a commercial building. Daniel was a member of the group that formed a co-op called the Syracuse Mercantile Company. This group constructed a new grocery and hardware store in the middle of town at 1700 South and 2000 West. This was back in the early 1900's. (Note! The Walker family had nothing to do with the first Post Office -- I was confused -- sorry about that.) ***According to the plot plan in the Syracuse City Office the dwelling is currently owned by Timothy Gooch.***

7. **Structure is located at 1848 West 1700 South** -- This wooden building was constructed in about 1901 by a co-op that included Daniel Walker and several others. The structure housed the Syracuse Mercantile Company store that sold groceries, dry goods, hardware and later on other items that included lumber, coal and grain products. It was the first retail store in Syracuse above the bluff. ***According to the plot plan in the Syracuse City Office the structure is currently owned by Lloyd (E) & Alice S. Dahl Trustees.***

8. **Structure is located at 1655 South 2000 West** -- This brick building was constructed in 1926 by the Rampton Brothers because they decided that Syracuse needed another grocery store. The Rampton's named the store the Modern Cash Market. The business stopped selling groceries in 1965. Since that time it has housed several other small businesses. (The address is 1655 South 2000 West and not 1639 West 1700 South). ***According to the plot plan in the Syracuse City Office the building is currently owned by VRDAS Investments LLC.***

9. **Structure is located at 1275 South 2000 West** -- It is unknown when this wooden structure was constructed, but it was originally located on the south side of the old Central Mercantile store. We assume that the company owned it. The structure housed the second barber shop in town and became operational in the mid 1940's. ***According to the plot plan in the Syracuse City Office the structure is currently owned by Martin G. & Dixie J. Waite Trustees.***

Hopefully, the foregoing information will be of value to you. As I told you during our telephone conversation, we have a map of the community that briefly describes some of the early homes, schools, churches and businesses in Syracuse. It was put together by the Syracuse Historical Commission. Also there is considerable historical information in "The Community of Syracuse" history book, that may be of help

An additional issue that I might add has to do with our desire to relocate to the museum site three of the historical buildings identified above. Although we haven't developed a specific plan for on-site location, should the opportunity arise we would be open to considering movement of the Walker home located at 1797 W. 1700 S; the Central Mercantile store structure located at 1848 S. 1700 W.; and the barber shop structure located at 1275 S. 2000 W.

Sincerely,

De Lore Thurgood, President
Syracuse Museum Foundation

Memorandum

Utah Department of Transportation

To: Carla Wilson, Horrocks Engineers

From: Paul W. West - UDOT, Environmental Services
Wildlife/Wetlands Biologist

P.W.W.

HORROCKS ENG.
NOV 02 2004
RECEIVED

Date: November 1, 2004

Re: STP-0108(8)4 – Improvements to Syracuse Road (SR-108), 1000 West to 2000 West,
Syracuse, Davis County (CID 5094401D)

CC: Reed Soper - UDOT, Environmental Services
David Holmgren - UDOT, Region 1
Mike Welch - UDWR, Northern Region, Ogden
Bekee Megown - U.S. Fish and Wildlife Service
File

In response to the concerns expressed by the U.S. Fish and Wildlife Service regarding possible peregrine falcons, or their nests near the project area, I spoke to Mike Welch, with the Utah Division of Wildlife Resources, Northern Region in Ogden. Mr. Welch told me the only peregrine nests anywhere near the area in question are the nesting platforms constructed near the edge of the Great Salt Lake (Farmington Bay), some three to four miles west and southwest of the project area. Mr. Welch did not feel the above-referenced project would have any affect on peregrine falcons.

If you have any questions, please call me at (801) 965-4672.

JAN-04-2005 16:43

UDOT RG1

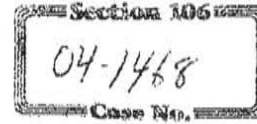
801 6201665 P.02/03



State of Utah

OLENE S. WALKER
GovernorGAYLE McKEACHNIE
Lieutenant Governor

DEPARTMENT OF TRANSPORTATION

JOHN R. NJORD, P.E.
Executive DirectorCARLOS M. BRACERAS, P.E.
Deputy Director

December 13, 2004

Ms. Barbara L. Murphy
Deputy State Historic Preservation Officer
State Historic Preservation Office
300 South Rio Grande St.
Salt Lake City, UT 84101-1182

RE: Project #: STP-0108(8)4, Syracuse Road (SR-108); 1000 West to 2000 West, Syracuse, in Davis County, Utah. Section 106 and U.C.A. 9-8-404 (Cultural) Compliance. Finding of Adverse Effect.

Dear Ms. Murphy:

The Utah Department of Transportation (UDOT) is preparing to undertake the subject federal-aid project. The UDOT has made an effort to consider the effects of this undertaking on any historic or archeological resources which could be eligible for the State or National Registers, and to afford the Utah State Historic Preservation Office (USHPO) an opportunity to comment on the undertaking and its effects, as outlined in U.C.A. 9-8-404. In addition, as part of the project development process, the UDOT is complying with Section 106 of the National Historic Preservation Act of 1966, as amended, and its implementing regulation, 36 CFR Part 800. This compliance is being conducted by UDOT on behalf of the Federal Highway Administration, Utah Division (FHWA). Please review the attached DOE-FOE and, providing you agree with the finding contained therein, sign and date the signature line at the end of this letter.

The FHWA and the UDOT propose to reconstruct and widen a one-mile section of the Syracuse Road (SR-108) between 1000 West and 2000 West in Syracuse. As stated in the DOE-FOE, the effort to identify and evaluate all historic, archaeological, and paleontological resources within the Area of Potential Effects (APE), as defined by 36 CFR 800.16(d), was completed and reported by

Billat 2004 *A Cultural Resource Inventory of a Segment of Syracuse Road (SR-108) From 1000 West to 2000 West In Syracuse, Davis County, Utah.*

and

Calkins 2004 *Selective Reconnaissance Survey, Syracuse, Davis County, Utah.*

The UDOT has determined that the overall project Finding of Effect will be Adverse.

JAN-04-2005 16:44

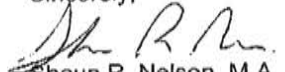
UDOT RG1

801 6201665 P.03/03

Ms. Barbara L. Murphy, Letter
December 13, 2004
Page 2

Please review the information contained in the attached DOE-FOE, and providing you agree with the UDOT finding, sign and date the signature line at the end of this letter. Thank you for your efforts on our behalf. If you have any questions, please contact me at 620-1635.

Sincerely,

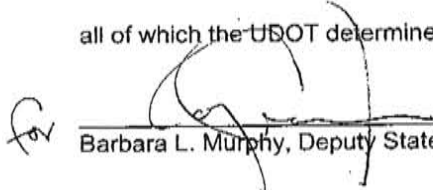

Shaun R. Nelson, M.A.
NEPA/NHPA Specialist
Region One

cc: (w/o attachments)
Jeff Berna, FHWA
Charles Mace, Project Manager
Stan Jorgensen, Horrocks Engineers

I concur with the finding, as required by Section 106 and U.C.A. 9-8-404, in the Determination of Eligibility and Finding of Effect for Project STP-0108(8)4: Syracuse Road (SR-108); 1000 West to 2000 West, Syracuse, in Davis County, Utah, submitted to the Utah State Historic Preservation Office which states that the UDOT determined that, depending on which alternative is selected, the project will have **No Adverse Effect** upon the properties located at 1654 South 1000 West and 1851 West 1700 South, and an **Adverse Effect** upon the following properties:

1048 West 1700 South, 1136 West 1700 South, 1206 West 1700 South, 1224 West 1700 S, 1379 West 1700 South, 1384 West 1700 South, 1412 West 1700 South, 1518 West 1700 South, 1532 West 1700 South, 1533 West 1700 South, 1557 West 1700 South, 1558 West 1700 South, 1578 West 1700 South, 1609 West 1700 South, 1661 West 1700 South, 1674 West 1700 South, 1688 West 1700 South, 1698 West 1700 South, 1708 West 1700 South, 1711 West 1700 South, 1729 West 1700 South, 1752 West 1700 South, 1782 West 1700 South, 1792 West 1700 South, 1797 West 1700 South, 1848 West 1700 South, 1862 West 1700 South.

all of which the UDOT determined Eligible to the NRHP.


Barbara L. Murphy, Deputy State Historic Preservation Officer

12/20/04
Date

TOTAL P.03

FEB-15-2005 14:09

UDOT RG1

801 6201665 P.03/04



U.S. Department
Of Transportation
**Federal Highway
Administration**

Utah Division
2520 West 4700 South, Ste. 9A
Salt Lake City, UT 84118-1847

December 16, 2004

File: STP-0108(8)4

Gwen Davis, Chairperson
Northwestern Band of Shoshone Nation
801 East Forest Street
Brigham City, UT 84302

Subject: Project #: STP-0108(8)4, Syracuse Road (SR-108); 1000 West to 2000 West,
Syracuse, Davis County, Utah
Road Reconstruction
Request to be a Consulting Party

Dear Ms. Davis:

The Utah Department of Transportation (UDOT), in conjunction with the Federal Highway Administration (FHWA) and Syracuse City, propose to make transportation improvements to the Syracuse Road corridor between 1000 West and 2000 West in Syracuse, Utah (see attached map). The project will provide a facility which will accommodate the regional travel demand and provide consistency with approved design and safety standards as well as local, regional, and state travel plans.

The preliminary proposal is to widen the 1.6 km (1 mile) segment of Syracuse Road between 1000 West and 2000 West to a five-lane cross-section with shoulders, curb, gutter, parkstrip, and sidewalk within a 33.52m (110-ft) right-of-way. The project will require the acquisition of right-of-way along the entire length of the project. The UDOT Region One archaeologist has reviewed the project and determined that it has the potential to affect a number of historic homes and commercial buildings along the project corridor.

In accordance with the regulations published by the Advisory Council on Historic Preservation, 36 CFR Part 800, the FHWA and the UDOT request that you review this information to determine if there are any historic properties of traditional religious and/or cultural importance that may be affected by this undertaking. If you feel that there are any historic properties that may be impacted, we request your notification as such and your participation as a consulting party during the development of the environmental document. At your request, FHWA and UDOT staff will be available to meet with you to discuss any concerns you might have. Please be assured that we will maintain strict confidentiality about certain types of information regarding traditional religious and/or cultural historic properties that might be affected by this proposed undertaking.

FEB-15-2005 14:08

UDOT RG1

801 6201665 P.02/04

A response within 30 days would be appreciated should you have concerns about this project and/or wish to be a consulting party. Please feel free to contact me at 801-963-0078 ex. 235 to answer any questions or provide any additional information. Thank you for your attention to this project notification and any comments you may have.

Respectfully,



Jeffrey Berna
Environmental Specialist

Enclosures (1)

cc: Shaun Nelson, UDOT, Region 1, w/enclosures
Patti Madsen, Cultural Resources Director

JBerna:dm



FEB-15-2005 14:08

UDOT RG1

801 6201665 P.01/04

IDENTICAL COPIES OF THIS LETTER SENT TO THE FOLLOWING:

Tribal Contacts List For : Project #: STP-0108(8)4, PIN: 2445
Project Description: Syracuse Road (SR-108); 1000 West to
 2000 West, Syracuse, Davis County, Utah

| Original to: | CC to: |
|---|---|
| Gwen Davis, Chairperson Northwestern Band of Shoshone Nation 801 East Forest Street Brigham City, UT 84302 | Patti Madsen, Cultural Resources Director Northwestern Band of Shoshone Nation 801 East Forest Street Brigham City, UT 84302 |
| Leon Bear, Chairman Skull Valley Band of Goshute Indians 3359 South Main Street, #808 Salt Lake City, UT 84115-4443 | |
| Be Edmo, Chairman Shoshone-Bannock Tribes Fort Hall Business Council P.O. Box 306 Fort Hall, ID 83202-0306 in change to NANCY MURILLO, chair | WILLIE PREACHER, Director of Cultural Resources |
| Vernon Hill, Chairman Eastern Shoshone Business Council P.O. Box 538 Ft. Washakie, Wyoming 82514 | William Wagon Tribal Councilman Ben O'Neill Tribal Councilman P.O. Box 538 Ft. Washakie, Wyoming 82514 |



From: "Lenora Sullivan" <lenorasullivan@utah.gov>
To: <NicoleT@horrocks.com>
Date: 1/28/2005 1:16:03 PM
Subject: Re: Syracuse Road Wildlife

Dear Ms. Tolley:

I am writing in response to your email request dated January 21, 2005 for information regarding species of special concern proximal to the proposed

The Utah Division of Wildlife Resources (UDWR) does not have records of occurrence for any threatened, endangered, or sensitive species within the proposed project site; however, within a three-mile radius of the project site, there are recent records of occurrence for short-eared owl and long-billed curlew, two bird species included on the Utah Sensitive Species List.

The information provided in this letter is based on data existing in the Utah Division of Wildlife Resources' central database at the time of the request. It should not be regarded as a final statement on the occurrence of any species on or near the designated site, nor should it be considered a substitute for on-the-ground biological surveys. Moreover, because the Utah Division of Wildlife Resources' central database is continually updated, and because data requests are evaluated for the specific type of proposed action, any given response is only appropriate for its respective request.

In addition to the information you requested, other significant wildlife values might also be present on the designated site. Please contact UDWR's habitat manager for the northern region, Scott Walker, at (435) 283-4441 if you have any questions.

Please contact our office at (801) 538-4759 if you require further assistance.

Sincerely,

Lenora Sullivan
Information Manager
Utah Natural Heritage Program
Division of Wildlife Resources
1594 W. North Temple
Salt Lake City, UT 84114-6301

ph. 801-538-4759
fax 801-538-4745

lenorasullivan@utah.gov

>>> "Nicole Tolley" <NicoleT@horrocks.com> 01/27/05 11:36AM >>>
Mike:

In cooperation with the Federal Highway Administration (FHWA), Syracuse City, and the Wasatch Front Regional Council, the Utah Department of Transportation (UDOT) has initiated an Environmental Impact Statement (EIS) for the Syracuse Road (Antelope Drive) corridor between 1000 West and 2000 West in Syracuse. The Environmental Impact Statement will serve to help UDOT decide how best to address existing and projected transportation demands. Alternatives to be evaluated may include:

- * leaving the corridor as is (No Build Alternative);
- * widening the corridor (Build Alternative); and
- * other alternatives to roadway expansion, such as expanding public transit, or other types of alternative transportation.

The U.S. Fish and Wildlife Service have issued a finding of "no effect" for Threatened and Endangered species.

To complete our wildlife analysis we need the following information:

- * A list of species that can be found in the project area (project location map attached)
- * Any potential issues that would affect wildlife, habitat, big game migration routes, fish passage, habitat connectivity, or State Sensitive Species within or near the project area.

It would be much appreciated if you could respond to this email with the above information. If you have any questions, give me a call at (801) 763-5154. Thanks.

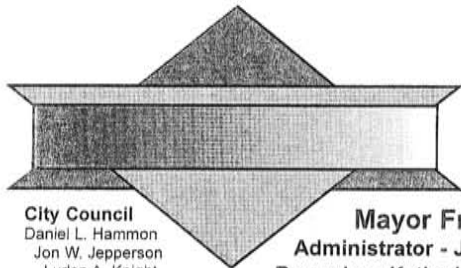
HORROCKS ENGINEERS

Nicole Tolley

NicoleT@horrocks.com

801-763-5154 office

801-756-2362 fax



City Council
Daniel L. Hammon
Jon W. Jepperson
Lurlen A. Knight
Wallace J. Peterson
Brian L. Truman

Mayor Fred Panucci
Administrator - J. Michael Moyes
Recorder - Kathy Holt
Treasurer - Jana Schofield

Syracuse City

February 01, 2005

HORROCKS ENG.
FEB - 3 2005
RECEIVED

Mr. Tom Allen
Horrocks Engineering
One West Main
P.O. Box 377
American Fork, UT 84003

Dear Tom:

Thank you for meeting with me last week in regards to land use issues affecting the UDOT Syracuse Road widening project. During the meeting we discussed possible impacts on Centennial Park. I am writing to confirm that there would not be impacts created by the road-widening project upon Centennial Park nor the museum property located within Park area.

Sincerely,

Rodger Worthen
Syracuse City Planner



United States Department of the Interior
FISH AND WILDLIFE SERVICE

UTAH FIELD OFFICE
2369 WEST ORTON CIRCLE, SUITE 50
WEST VALLEY CITY, UTAH 84119

February 9, 2005

In Reply Refer To

FWS/R6

ES/UT

05-0398

HORROCKS ENG.
FEB 16 2005
RECEIVED

Mr. Paul W. West
UDOT: Environmental Division
Box 148450
Salt Lake City, Utah 84114-8450

RE: STP-0108(8)4 – Improvements to Syracuse Road (SR 108), 1000 West to 2000 West,
Syracuse, Davis County, Update (CID 50944 01D).


Dear Mr. West:

Based on information provided in your letter of February 1, 2005, we concur with your "no effect" determination for threatened and endangered species and critical habitat. Should project plans change, or if additional information on the distribution of listed or proposed species becomes available, this determination may be reconsidered.

We are addressing this letter to Utah Department of Transportation, with a copy to Federal Highway Administration, as only a Federal agency can enter into formal Endangered Species Act section 7 consultation with the Service. A Federal agency may designate a non-Federal representative to conduct informal consultation or prepare a biological assessment by giving written notice to the Service of such a designation. The ultimate responsibility for compliance with ESA section 7, however, remains with the Federal agency.

We appreciate your interest in conserving endangered species. If further assistance is needed, please contact David Probasco at (801) 975-3330 extension 155.

Sincerely,


Henry R. Maddux
Utah Field Supervisor

cc: Sandra Garcia-Aline, U.S. Department of Transportation, Federal Highway Administration, 2520
West 4700 South, Suite 9-A, Salt Lake City, Utah 84118



Inner-Office Memo

To: All UDOT Environmental Staff, UDOT Project Managers, and Consultants.

From: Lyle McMillan, UDOT Right of Way
Brent Jensen, UDOT Environmental

Date: 4/15/2005

Re: Assessing Relocation Impacts in Environmental Documents

All environmental documents disclose the number of potential relocations associated with highway projects. Relocations have been determined by those homes and businesses being directly impacted by a proposed alignment (i.e. the r/w line crosses the footprint of the structure) and proximity impacts (the r/w line does not cross the footprint but comes so close to the structure that it is not inhabitable). Recently we have used a threshold of 15 feet as a boundary for proximity impacts. The 15-foot line is a rule of thumb and not a hard and fast rule. Proximity impacts are not actually determined until an independent valuation is conducted, which includes an analysis of potential damages. There are many instances where the r/w line comes within 15 feet of a structure without resulting in relocation. The practice of assuming that all structures within 15 feet of the proposed r/w has led many residents to believe that their property will be acquired when in some instances it will not. To reduce confusion, we propose the following recommendation:

Relocation discussions should include "potential relocations". Potential relocations are those that have the proposed r/w within 15 feet of the living area of the building improvement (excluding porch area and garages.) The fact that final determinations about the relocation will be determined during right-of-way acquisition is disclosed in the environmental document.

If you have questions, please contact Lyle McMillan at 965-4331 or Brent Jensen at 965-4327.

J. PHILIP COOK, MAI, CRE
DARRIN W. LIDDELL, MAI, CCIM
TROY A. LUNT, MAI
RICHARD F. SCHETTLER
JEFFREY S. ALLEN

VIRGINIA H. HYLTON
GREGORY R. BESS
KAMMIE LEE LEFEVRE
CARL DIETZ
RICHARD C. SLOAN

August 24, 2005

Mr. Bradley Powell, P.E.
Horrocks Engineering
One West Main Street
American Fork, UT 84003

Re: Consultation Services regarding the alignment of Antelope Drive between 1000 West and 2000 West in Syracuse, Utah.

Dear Mr. Powell:

At your request for consulting services regarding the above-referenced project, I am providing the following. The basis, data, and analysis upon which conclusions herein rely are contained in the attached report. The purpose of this document is to assist with internal planning matters relative to selecting one of two alternatives for the realignment work associated with Antelope Drive.

This is a consulting assignment as defined in the Uniform Standards of Professional Appraisal Practice to which this work complies.

The attached report addresses the relative cost of each of two scenarios. These scenarios are identified as Alternatives C and E. Alternative C is the alignment that closely follows the existing Antelope Drive. Alternative E is a significant realignment of Syracuse Drive, veering to the south away from the existing alignment just west of 1000 West and then merging again with the existing alignment just east of 2000 West. Cost is addressed as follows:

1. Costs are quantified in dollar terms as the cost of acquiring the necessary right-of-way, without considering risk of trial and related costs and awards.

It should be noted that the estimates of right-of-way acquisition costs reflect a "shot-gun" approach rather than a detailed valuation of each parcel. The dollar figures presented should not be construed to represent appraisals but simply rough estimates of likely cost

for planning purposes only. They do not include any extraordinary cost associated with condemnation, including the cost of preparing for and engaging in trial or any potential award above the shot-gun value estimates.

2. Qualitative measures are made based on the impact to individual properties of each alignment alternative, first to individual property owners and, second to society at large from an altruistic rather than economic perspective.
3. Other qualitative factors are considered on a comparative basis including:
 - a. Condemnation risk
 - b. Likelihood of historical homes being maintained long-term if preserved in this project
 - c. Local community impact relating to commercial land base

Our findings are summarized as follows.

Cost of Acquisition

The projected cost of acquisition of right-of-way for Alternative E is more than double that for Alternative C, as summarized below.

| | |
|----------------|-------------|
| Alternative C: | \$3,252,000 |
| Alternative E: | \$7,002,250 |

From a cost of acquisition perspective, Alternative C is preferred.

Impact on Individual Properties to Owners and Society

Based on an unweighted scale measuring the relative impact, both positive and negative, on individual owners' properties (as defined in the appraisal), Alternative C, on average, is considered positive. Alternative E is negative. There are 81 total properties impacted by a taking under either of the two alternatives. The number of properties negatively, neutrally and positively impacted under the two scenarios are reviewed as follows.

| | <u>Negative Impact</u> | <u>Neutral Impact</u> | <u>Positive Impact</u> |
|---------------|------------------------|-----------------------|------------------------|
| Alternative C | 26 | 38 | 17 |
| Alternative E | 37 | 9 | 35 |

More properties are neutrally impacted under Alternative C than E. More properties are negatively impacted under Alternative E. On the other hand, more properties are positively impacted under Alternative E. In exercising eminent domain power, it is generally considered more important to minimize negative impact than to create positive impact. Clearly, Alternative C is preferred.

As to impact on the society from an altruistic perspective of individual property takings, there is very little difference between the two alternatives. This is reviewed as follows.

| | <u>Negative Impact</u> | <u>Neutral Impact</u> | <u>Positive Impact</u> |
|---------------|------------------------|-----------------------|------------------------|
| Alternative C | 1 | 68 | 12 |
| Alternative E | 0 | 74 | 7 |

An average of the foregoing ratings suggests Alternative E is nominally preferred (more properties neutrally impacted and fewer negatively impacted).

Other Qualitative Analyses

As to condemnation risk, there is far more risk of condemnation actions and of large awards for severance damages under Alternative E than under Alternative C. This conclusion is drawn primarily from the impact of prospective partial takings on certain tracts and secondarily on the attitude of property owner stakeholders. On a generalized basis there is measurably more support from such stakeholders for Alternative C than E.

The likelihood of the historical homes being maintained long-term if preserved in this project is very low. There is a significant amount of "imprisoned" value in these properties; that is, commercial redevelopment value that cannot be realized until homes are razed. Based on our shotgun valuation approach, the imprisoned values under the two alternatives are implied by the difference in land value alone versus property value as improved for the historical properties under the two scenarios. This is summarized as follows.

| | <u>Land Value</u> | <u>Value as Improved</u> |
|---------------|-------------------|--------------------------|
| Alternative C | \$7,684,000 | \$1,341,000 |
| Alternative E | \$1,390,000 | \$638,000 |

Because the homes are not historically interesting, but only historical from an age perspective, natural market forces will demand their eventual demolition. Clearly, the amount of imprisoned value is far greater under Alternative C than E, implying that redevelopment of these properties is likely in the short-term. Because the market ultimately determines highest and best use, their preservation in this project would be of little consequence.


Finally, the negative impact to the community from both near-term and long-term perspectives is most significant under Alternative C. This qualitative measure is based on the loss of critical commercial land base. Related to this but not addressed to any degree of specificity is the likelihood of continued leakage of retail sales and, consequently, tax revenues to nearby communities.

In sum, Alternative C is the preferred alignment under most of the measures, and significantly so in most instances. Alternative E is favored only under the impact to society altruistically, and then only nominally.

The attached report is made subject to assumptions and limiting conditions contained in it or attached.

The assistance of Travis Reeves in researching factual and market data and Troy Lunt, MAI in providing analysis is acknowledged. I trust this is sufficient to accomplish its intended function. Please call if I can be of further assistance.

Sincerely,

A handwritten signature in black ink, appearing to read "Philip Cook".

Philip Cook, MAI, CRE

| |
|---|
| Utah State-Certified General Appraiser Certificate 5451057-CG00 Expires 06-30-07 |
|---|

TABLE OF CONTENTS

| | |
|---|-----|
| EXECUTIVE SUMMARY | V |
| CERTIFICATION | VII |
| CONSULTATION REPORT | 1 |
| DEFINITIONS | 1 |
| SCOPE | 3 |
| SHOTGUN ESTIMATE OF COST OF RIGHT-OF-WAY ACQUISITIONS | 5 |
| IMPACT ANALYSIS | 7 |
| OTHER QUALITATIVE ANALYSIS | 12 |
| ADDENDA | 18 |
| ASSUMPTIONS AND LIMITING CONDITIONS | |
| QUALIFICATIONS | |

EXECUTIVE SUMMARY

| | |
|-----------------------------|---|
| PROPERTY TYPE: | Various including single-family, multifamily, commercial, and industrial properties |
| LOCATION: | Between 1000 West and 2000 West on Antelope Drive, Syracuse, Utah |
| PURPOSE OF STUDY: | Provide a quantitative and qualitative comparison between two road alignment scenarios |
| PROPERTY RIGHTS CONSIDERED: | Fee simple |
| REPORT DATE: | August 24, 2005 |
| EFFECTIVE ANALYSIS DATE: | July 1, 2005 |
| REGIONAL DESCRIPTION: | Strong, steady growth economy along the Wasatch Front. |
| NEIGHBORHOOD DESCRIPTION: | Older residential neighborhood transitioning to a commercial corridor to support a rapidly expanding residential base in Syracuse. |
| LAND: | There are an estimated 81 properties that are impacted to some extent by one or the other proposed alignments. The land includes small, fully improved single-family lots, fully improved commercial or industrial parcels, and large acreage tracts proposed for future development. There are a variety of improvements impacted by the alignments, including single and multifamily housing, general commercial, industrial, and retail buildings. Many dwellings have reached the end of their economic lives as demonstrated by higher land values than the total value of property as improved. |

CONCLUSIONS:

1. Right-of-Way Acquisition Cost
("Shot-gun" Analysis)

| | |
|---------------|-------------|
| Alternative C | \$3,252,000 |
| Alternative E | \$7,002,250 |

2. Impact on owners:

Alternative C is preferred since more properties are neutrally impacted (38 versus 9) and fewer are negatively impacted (26 versus 37) than under Alternative E.

Impact on society:

Alternative E is nominally preferred because more properties are neutrally impacted (74 versus 68) and fewer properties are negatively impacted (0 versus 1) than Alternative C.

3. Other Qualitative Measures

a. Condemnation Risk:

Alternative C is viewed as measurably less risky relative to potential condemnation litigation and severance damage awards.

b. Historical vs. Financial Value:

Far more value is imprisoned under Alternative C (\$6,343,000) than Alternative E (\$752,000). Redevelopment will occur regardless of the project and the preservation of historical homes through this project will be a short-lived result.

c. Syracuse Commercial Land Base:

Alternative C is far preferred as it provides Syracuse with a well-configured long-term supply of commercial land that will reduce leakage of retail sales to nearby communities and improve the community's tax base.

Other qualitative considerations:

Alternative C is preferred

CERTIFICATION

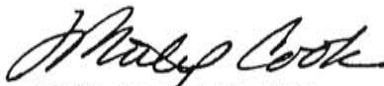
I certify that I have made an investigation and analysis of the following property:

**ANTELOPE DRIVE BETWEEN 1000 WEST AND 2000 WEST
Located In Syracuse, Utah**

I certify that to the best of my knowledge and belief:

1. The statements of fact contained in this report are true and correct.
2. The reported analyses, opinions, and conclusions are limited only by the reported assumptions and limiting conditions and are my personal, impartial, and unbiased professional analyses, opinions, and conclusions.
3. I have no present or prospective interest in the property that is the subject of this report and no personal interest with respect to the parties involved.
4. I have no bias with respect to the property that is the subject of this report or to the parties involved with this assignment.
5. My engagement in this assignment was not contingent upon developing or reporting predetermined results.
6. My compensation for completing this assignment is not contingent upon the development or reporting of a predetermined value or direction in value that favors the cause of the client, the amount of the value opinion, the attainment of a stipulated result, or the occurrence of a subsequent event directly related to the intended use of this appraisal.
7. The reported analyses, opinions, and conclusions were developed, and this report has been prepared in conformity with the requirements of the Code of Professional Ethics & Standards of Professional Appraisal Practice of the Appraisal Institute, which include the *Uniform Standards of Professional Appraisal Practice*.
8. I have made a personal inspection of the property that is the subject of this report.
9. Travis Reeves provided research assistance and Troy Lunt, MAI provided analysis to the person signing this certification.
10. J. Philip Cook has completed the requirements of the continuing education program of the Appraisal Institute.
11. My state appraisal certification has not been revoked, suspended, canceled, or restricted.
12. The use of this report is subject to the requirements of the Appraisal Institute relating to review by its duly authorized representatives.
13. As of the date of this report, J. Philip Cook has completed the continuing education program of the Appraisal Institute.
14. Philip Cook is currently a Certified General Appraiser in the State of Utah #5451057-CG00.

Dated: August 24, 2005



Philip Cook, MAI, CRE

| |
|---|
| Utah State-Certified General Appraiser Certificate 5451057-CG00 Expires 06-30-07 |
|---|

CONSULTATION REPORT

CLIENT: Horrocks Engineering
c/o Bradley Powell, P.E.
One West Main
American Fork, UT 84003

APPRAISER: J. Philip Cook, MAI, CRE
LECG
5107 South 900 East, Suite 200
Salt Lake City, Utah 84117

SUBJECT: Properties located between 1000 West and 2000 West
along two alternative Antelope Drive realignments,
Syracuse, Utah

PURPOSE OF THE CONSULTATION: The purpose of this document is to assist with internal planning matters relative to selecting one of two alternatives for the realignment work associated with Antelope Drive.

DEFINITIONS

● Market Value. The most probable price which a property should bring in a competitive and open market under all conditions requisite to a fair sale, the buyer and seller each acting prudently, knowledgeably and assuming the price is not affected by undue stimulus. Implicit in this definition is consummation of a sale as of a specified date and passing of title from seller to buyer under conditions whereby:

1. Buyer and seller are typically motivated;
2. Both parties are well-informed or well-advised and each acting in what they consider their own best interest;
3. A reasonable time is allowed for exposure in the open market;
4. Payment is made in terms of cash in U.S. dollars or in terms of financial arrangement comparable thereto;

5. The price represents the normal consideration for the property sold unaffected by special or creative financing or sales concessions granted by anyone associated with the sale.¹

The foregoing definition stipulates that value reflect cash or cash equivalent terms. The following elaborates on the concept of cash equivalency.

In applying this definition of market value, adjustments to the comparables must be made for special or creative financing or sales concessions. No adjustments are necessary for those costs that are normally paid by sellers as a result of tradition or law in a market area; these costs are readily identifiable since the seller pays these costs in virtually all sales transactions. Special or creative financing adjustments can be made to the comparable property by comparison to financing terms offered by a third party financial institution that is not already involved in the property or transaction. Any adjustment should not be calculated on a mechanical dollar for dollar cost of the financing or concession, but the dollar amount of any adjustment should approximate the market's reaction to the financing or concessions based on the appraiser's judgment.²

INTENDED USE OF THE REPORT: This report is intended to assist with internal decision-making matters relative to selecting an alignment for Antelope Drive.

INTENDED USERS OF THE REPORT: Intended users of the report are personnel at Horrocks Engineering, the Utah Department of Transportation, and the Federal Highway Administration.

INTEREST VALUED: Although specific appraised values are not provided, the "shot-gun" valuation approach taken presumes fee simple ownership.

¹ This definition of market value is taken from the final rule issued by the Department of Treasury, Office of the Comptroller of the Currency (12CFR Part 34, August 24, 1990), which are the implementing regulations for Title XI of FIRREA. The definition is also supported by most regulatory agencies as follows: Board of Governors of Federal Reserve System (CFR Parts 208 and 225, July 25, 1991); National Credit Union Administration (CFR Parts 701, 722, and 741, July 25, 1990); Federal Deposit Insurance Corporation (12 CFR Part 323, August 20, 1990); Resolution Trust Corporation (12CFR Part 1608, August 22, 1990); Office of Thrift Supervision, Treasury (12CFR Parts 506, 545, 563, 564, and 571, August 23, 1990). This definition has been adopted by the Appraisal Institute in their Standards of Professional Appraisal Practice, and the Appraisal Foundation in the Uniform Standard of Professional Appraisal Practice (June 30, 1989, amended April 20, 1990 and June 5, 1990).

² Federal National Mortgage Association (FNMA) and the Federal Home Loan Mortgage Corporation (FHLMC).

Fee simple ownership is defined as, "absolute ownership unencumbered by any other interest or estate, subject only to the limitations imposed by the governmental powers of taxation, eminent domain, police power, and escheat."³

EFFECTIVE DATE OF APPRAISAL: The effective date of this report is July 1, 2005.

DATE OF THE REPORT: August 24, 2005

SCOPE: This consultation report is a brief recapitulation of the data, analyses, and conclusions necessary to address the purpose of the consultation. Supporting documentation not contained herein is retained in the appraiser's file and is available as required.

The focus of the assignment is to measure the relative cost both in quantitative dollar terms and qualitative impact of two proposed alignments of Antelope Drive between 1000 West and 2000 West. To accomplish this, the following steps are taken:

1. Costs are quantified in dollar terms as the cost of acquiring the necessary right-of-way, without considering risk of trial and related costs and awards.

It should be noted that the estimates of right-of-way acquisition costs reflect a "shot-gun" approach rather than a detailed valuation of each parcel. The dollar figures presented should not be construed to represent appraisals but simply rough estimates of likely cost for planning purposes only. They do not include any extraordinary cost associated with condemnation, including the cost of preparing for and engaging in trial or any potential award above the shot-gun value estimates.

³ *The Appraisal of Real Estate*, 12th ed. (Chicago, Illinois: Appraisal Institute, 2001): 69.

2. Qualitative measures are made based on the impact to individual properties of each alignment alternative, first to individual property owners and, second to society at large from an altruistic rather than economic perspective.
3. Other qualitative factors are considered on a comparative basis including:
 - a. Condemnation risk
 - b. Likelihood of historical homes being maintained long-term if preserved in this project
 - c. Local community impact relating to commercial land base

In order to complete the foregoing, research has been conducted for market data involving sales of the types of properties included in the corridors. These include single-family lot sales, residential acreage sales, single-family home sales comprising both older and newer product, and commercial site and acreage sales.

The properties affected were inventoried. The general property values indicated by the market data collected were applied to the subject properties and estimated land area to be acquired, with consideration given to site improvements and severance damages in order to arrive at the "shot-gun" value conclusions.

A scale was developed to measure the relative individual property impact on the owners of properties and on society. The measure of impact to both the owner and society generally is made on a property-specific basis. An average rating for an entire corridor above three would reflect a negative indication overall. An average below three would indicate a positive impact overall.

The scale analysis noted has not been weighted. That is, a property which comprises as much as five percent of the corridor has the same impact on the overall average rating as a very small driveway parcel would have. Therefore, additional considerations are made that are not

adequately represented by the scale analysis. These include consideration of condemnation risk, the value of historical properties as improved versus their land value alone for redevelopment and the retail base for the community of Syracuse.

The addenda contains a summary page for each parcel impacted which includes ownership information and physical characteristics of the parcels as well as estimates of the cost of acquiring right-of-way. The value information contained on these pages is first summarized. Following this detail, an analysis of the qualitative impact of the scenarios is addressed on the scale basis as noted. Additional considerations are then addressed. The addenda also includes various supporting documents including zoning, the master plan, and other meaningful information.

The report is compliant with Uniform Standards of Professional Appraisal Practice (USPAP) for consulting assignments, and specifically Standards 4 and 5 of USPAP.

SHOTGUN ESTIMATE OF COST OF RIGHT-OF-WAY ACQUISITIONS: To estimate on a broad-brush basis the cost of acquiring right-of-way to accommodate the realignment of Antelope Drive under Alternatives C and E the following work was completed.

1. Review the land area to be taken in fee or easement.
2. Ascertain whether improvements are impacted.
3. Estimate a reasonable value range for various land types on a per square foot basis.
4. Estimate a reasonable value range for improvements on a per square foot or per unit basis.
5. Analyze potential severance damages.
6. Apply the value indications to the takings on a parcel-by-parcel basis (not to be considered a definitive appraisal of each parcel).

- Land Area Taken. Horrocks Engineering provided estimates of land area to be taken. We assume these estimates are accurate.

- Improvements Impacted. If the taking involves an entire property, cuts through an improvement or is close enough to the improvement to affect its utility, it is considered damaged. If an improvement is taken, whether the taking is total or partial, the value is allocated to the taking and not to severance damages. If an improvement is damaged due to proximity to the new right-of-way line, the value loss is attributed to severance damages.

In many cases, the dwellings no longer contribute to value. Therefore, the loss of the dwelling is not compensable. This impact on the property owner is addressed qualitatively in the following section of the appraisal, and is not remunerated here.

In the case of a partial taking where improvements still contribute to value, the value of site improvements has been added as part of the taking.

- Value Ranges. There are a variety of land types requiring at least rough estimates of value. Land types include single family lots, residential acreage, multi-family land, commercial lots and commercial acreage. Improvement types include single family homes, apartments and commercial buildings.

Values have been estimated based on sales data presented in the addenda. As commercial land values along this corridor have been increasing, the estimates of commercial values are adjusted upward to reflect the anticipation of a continuing upward trend until the property can actually be acquired. Therefore, the estimates reflect future values rather than present values.

As to residential lot values, the busy street is a negative on value. Therefore, it is unlikely that residential lot values will appreciate measurably in the near-future. No adjustment is made to this land.

- Improvement Values. Improvement values are needed for older and newer single-family homes, commercial buildings, and apartments. Only a couple of commercial and apartment properties are significantly impacted so the data presented relates to single-family product, delineated between older and newer dwellings.

- Severance Damages. Severance damages result from rights-of-way coming close to the improvement or remainder parcels rendered less than functionally ideal. The estimate is based on experience and studies we have prepared or reviewed relating to other projects of this type.

- Conclusion. The foregoing process is summarized on individual pages previously referenced. The sum of the shotgun estimates of cost of acquisition are summarized as follows:

| | |
|----------------|-------------|
| Alternative C: | \$3,252,000 |
| Alternative E: | \$7,002,250 |

It is important to note that there is condemnation risk associated with the project which has not been factored into the above numbers. This is addressed in a later section of the report.

IMPACT ANALYSIS: Obviously, any road construction project has an impact on property owners. To the extent there is actually a taking from the property, compensation must be paid. While compensation by definition makes the property owner whole from a financial perspective, it does not necessarily adequately compensate for the disruption to someone's life or business. Even relocation provisions cannot entirely do so. For example, a number of property owners will lose their homes under either alternative. In many cases these homes no

longer contribute to value. They will be paid for land taken and not for the improvements they may have lived in for forty years. Though compensation will be technically adequate, it will appear unfair to the majority of such owners.

Further, a property located within a project area that does not lose land is not entitled to any financial compensation even if it is negatively impacted by the project.

This analysis attempts to measure that qualitative impact on properties from which financial compensation does not adequately address the impact and on properties from which no taking will be made.

The scale established to qualitatively measure impact is very simple and designed only to give a relative impact measurement so that the two alternative alignments can be compared. It is based on a 1 to 5 scale, with 3 being neutral; that is, if there is offsetting or no particular impact to a given property, a rating of 3 is assigned.

Where the impact is positive, two ratings are considered, either measurably positive or somewhat positive, and are assigned factors of 1 or 2, respectively.

Two ratings are also provided where the impact is negative, either somewhat negative which is assigned a 4, or measurably negative, which is assigned a 5.

This analysis is not weighted. Every property affected is given an equal weight, and the averages under the two alternative scenarios are then considered and compared.

The rating is applied first based on the impact to the owner of the project on a particular property. For example, if the taking results in the loss of a home, that is considered a negative to the owner (despite the monetary award). Second, a rating is applied based on the impact to

society in general. This analysis is altruistic in that it does not address any proximate stakeholder, and considers, for example, that the loss of a historical home is a negative even if the home is not historically significant.

- Alternative C. The majority of properties are considered to be neutrally impacted by the project, as is the community. Various situations, not intended to be exhaustive, are reviewed.

The owners of single-family homes that are located in the area master planned for a continuation of the residential use and that lose little, if any land, are considered neutrally impacted. The homes are on a busy street in the before condition and are on a busy street in the after condition. While the traffic volume is likely to increase, the traffic flow will be better, which offsets. From society's perspective, since these properties are master-planned residential there is no anticipation of a change in land use. Again, the impact is neutral.

If a dwelling is taken, the loss is generally considered to have a measurably negative impact on the owner. In many cases, the dwellings taken no longer contribute to value. The razing of the dwelling at the government's expense is a partially offsetting benefit because it opens the land up for easier redevelopment (and thus a 3.5 rating is given). If the dwelling represents highest and best use, its loss has a measurably negative impact on the owner.

Dwelling losses are only considered negative to society if the home is historic. Again, this is partially offset by the advantage of clearing a site for commercial redevelopment which would involve new improvements that could upgrade the neighborhood.

One multifamily property owner is negatively impacted by the loss of a four-plex building and the resulting cash flow.

Commercial property owners under this alternative are positively benefitted by improved traffic flow, unless the taking affects improvements. This has a neutral impact on society.

● Alternative E. Under this alternative, some of the homes taken or damaged are on residential land in the before condition. If there is an adequate remainder, the remainder generally has commercial potential. This is a positive to the owner.

Certain residential properties located along the existing corridor have commercial potential in the before condition and lose it in the after condition. There is no taking, which means compensation for the financial loss is not paid. This is considered a measurable negative on the owner. It is neutral on society, however.

The owners of homes located on the existing corridor that have a highest and best use for continuation of the residential use are somewhat benefitted as the homes will no longer be located on the primary street. The impact on society is neutral.

Alternatively, the access to certain homes fronting directly on the existing corridor will be changed under this alternative, sometimes in a negative way. These situations are rated somewhat negative for the owner but neutral on society.

Some commercial properties change only as to the direction of access (from the north frontage to the new south frontage) and are therefore considered neutrally impacted. Other properties are measurably negatively impacted, specifically large acreage tracts at the east end of the project. These are ideally situated for large-scale commercial development and that situation changes dramatically under Alternative E. Both the owners and society are negatively impacted.

● Summary. Ratings on the owner and on the community are summarized on the individual pages in the addenda. An average has been calculated for both alternatives and the overall impact on owners and on the community. These are summarized as follows:

| | Impact on Owner | Impact on Community |
|---------------|-----------------|---------------------|
| Alternative C | 2.86 | 3.06 |
| Alternative E | 3.25 | 3.08 |

These averages are derived from the following array.

| Number of Properties | | |
|----------------------|--------------|-----------------|
| Rating | Owner Impact | Societal Impact |
| Alternative C | | |
| 1 | 0 | 0 |
| 2 | 26 | 1 |
| 3 | 38 | 68 |
| 3.5 | 13 | 12 |
| 4 | 0 | 0 |
| 5 | 4 | 0 |
| Total | 81 | 81 |
| Alternative E | | |
| 1 | 0 | 0 |
| 2 | 37 | 0 |
| 3 | 9 | 74 |
| 3.5 | 8 | 5 |
| 4 | 1 | 1 |
| 5 | 26 | 1 |
| Total | 81 | 81 |

In general, the property owners are benefitted by the project under Alternative C as compared to Alternative E. Although the magnitude of difference, 2.86 versus 3.25 does not appear to be great, that so many properties are neutrally impacted suggests that the difference is significant. For example under Alternative C, of 81 properties either directly or indirectly influenced by one or both alternatives, 26 are somewhat benefitted (rating of 2), 13 are somewhat negatively

influenced but the negative is partially offset by other factors (rating of 3.5) and four are measurably impacted negatively (rating of 5). The balance, 38 properties are neutrally impacted.

By contrast, under Alternative E, the owners of only nine properties are neutrally impacted. Nearly half, 37, are somewhat benefitted (rating of 2), but 26 are measurably impacted negatively (rating of 5). The others are somewhat negatively to partially offsetting but nevertheless negatively impacted. It is the 26 properties given a rating of 5 that tips the scale in favor of Alternative C by this analysis.

As to the impact on society, the difference is nominal and a closer review of the numbers suggests the same. In general, society is only slightly impacted negatively under either alternative. Properties rated neutral as to their impact on society (rating of 3) totaled 68 and 74, respectively, of 81 total.

OTHER QUALITATIVE ANALYSIS: Other considerations that would facilitate decision-making regarding the alternatives are identified and discussed below.

- **Condemnation Risk.** It is obviously the case that any property owner can force the government agency to condemn land and let the courts decide the question of just compensation. However, certain situations would be viewed as more likely for this to occur.

The cost of condemnation is difficult to measure. There are obviously legal fees with filing condemnation and processing the case prior to trial. Often, property owners will settle before trial, either through informal negotiations, mediation, or arbitration. However, if a case goes even as far as mediation other expert fees will be incurred and a negotiated, mediated, or arbitrated settlement would in all likelihood involve a greater compensation than the appraisal estimate.

Although appraisers are obligated to follow ethical guidelines in conducting appraisal assignments, there are honest differences of opinions. There are also, unfortunately, appraisers who are willing to view a property owner's situation liberally, and the result could be a value opinion widely disparate from the condemning agency's appraisal. If such appraisals end up in court, it is quite difficult for juries to differentiate and they will often arrive at a split, sometimes high and sometimes low. Occasionally, the jury will come to a conclusion on or near one expert's value over the other, but that is the exception.

Residential property owners are much less likely to force condemnation. It is an expensive procedure and there is usually not significant money at issue for residential property. Commercial property owners have the most to lose and are more likely to be familiar with the process and the potential rewards.

That extra costs could be incurred is a risk under either alternative. The question is which alternative poses the most risk. In the case of Alternative C, the commercial properties are, for the most part, either neutrally or positively impacted. The residential properties that are negatively impacted are those losing dwellings, but, as noted, most of the dwellings no longer contribute to value anyway. There is minor risk of incurring extraordinary costs in condemnation under this scenario.

As to Alternative E, many residential properties are benefitted by no longer being on the primary corridor, and there is no taking from these anyway. Commercial properties at the immediate intersection are impacted similarly between the two alternatives. It is primarily the large acreage commercial tracts on the east end of the project that are well configured for major commercial development in the before condition, and that are changed significantly under this alternative that pose the most risk. Values are high and the question of severance damage is subjective enough to expect a wide variance between appraisers' opinions.

While it is impossible to quantify this risk, the conclusion suggests Alternative C is less risky than Alternative E. This is also supported by the attitude of property owner stakeholders in the area. Although not all were interviewed, some limited discussions revealed that most are supportive of Alternative C. Some owners who will be most negatively impacted by Alternative E have already threatened that they will approach the process through litigation.

- Historical Value Versus Financial Value. Although there are a number of historical homes within the project area that would be lost under one alternative or the other, it is meaningful to consider whether these homes would be maintained long-term as dwellings.

Highest and best use is analyzed both as if land is vacant and as it is improved. Land is always valued based on its highest and best use as though vacant. The land underlying the historical homes to be taken is generally master planned for commercial redevelopment, and commercial land values have been increasing. In analyzing highest and best use as improved, one of the tests applied is economic feasibility and specifically whether there is more value in the land if vacant than in the property as improved. If so, highest and best use as improved is concluded to be for redevelopment. Eventually, the improvements, which no longer contribute to value, will be razed to accommodate the redevelopment. They can be used on an interim basis with rent (or rent savings) offsetting the eventual cost of demolition.

In order to maximize value where the improvements are no longer contributing it is necessary to eliminate the improvements.

There are 10 historical homes that would be eliminated under Alternative C and four that would be eliminated under Alternative E. Of these, eight and four homes no longer contribute to value under Alternatives C and E, respectively.

The "shotgun" values for these historical properties shown in the individual pages in the addenda are reviewed below, comparing land value along with property value as improved.

| Historical Homes | | | | | |
|----------------------|-------------|-------------------|----------------------|-------------|-------------------|
| Alternative "A" | | | Alternative "B" | | |
| Address | Land Value | Value As Improved | Address | Land Value | Value As Improved |
| 1862 West 1700 South | \$238,000 | \$79,000 | 1862 West 170 South | \$238,000 | \$79,000 |
| 1828 West 1700 South | \$629,000 | \$280,000 | 1828 West 1700 South | \$629,000 | \$280,000 |
| 1797 West 1700 South | \$218,000 | \$197,000 | 1797 West 1700 South | \$218,000 | \$197,000 |
| 1729 West 1700 South | \$305,000 | \$82,000 | 1729 West 1700 South | \$305,000 | \$82,000 |
| 1711 West 1700 South | \$457,000 | \$73,000 | | \$ - | \$ - |
| 1661 West 1700 South | \$165,000 | \$128,000 | | \$ - | \$ - |
| 1609 West 1700 South | \$130,000 | \$109,000 | | \$ - | \$ - |
| 1557 West 1700 South | \$54,000 | \$102,000 | | \$ - | \$ - |
| 1533 West 1700 South | \$105,000 | \$122,000 | | \$ - | \$ - |
| 1327 West 1700 South | \$5,383,000 | \$169,000 | | \$ - | \$ - |
| | \$7,684,000 | \$1,341,000 | | \$1,390,000 | \$638,000 |

In combination, the net values not realizable while the dwellings remain total \$6,343,000 and \$752,000 under the two scenarios, respectively.

This analysis does not favor one alternative over another. It does indicate, however, that since the homes are historical but not historically significant, eventually they will be razed in order to tap the land value tied up by the homes.

- Syracuse City's Commercial Land Base. The 100 percent commercial location for Syracuse is emerging at 2000 West on Antelope Drive. This is the location of city hall, certain existing retail and the proposed Wal Mart. There is also an established commercial base to the east of here, with an eastern anchor at 1000 West. The city has very clearly delineated this area as its commercial hub.

The trend in retail development has been to big box spaces with ancillary shop space and satellite pads adjacent to and in front of the big boxes, respectively. Such development has generally been devastating to smaller non-anchored strip centers and free-standing buildings along commercial corridors.

Supply and demand factors today have not been closely reviewed. Particularly with Wal Mart imminent, not all of the commercial land within the subject study area is ripe for near-term development. However, a community has the obligation to plan for the future. Proper land planning is a long-term activity. Given the subject study area's proximity to the 100 percent core area of commercial development for the city, which is already developing, the lands zoned or master planned for commercial use are crucial to sustaining the viability of commercial in the general area. An inability to expand the commercial base usually results in a shifting of that commercial base and the premature demise of the original development.

For example, on 9000 South and I-15 in Sandy, there is a relatively small commercial area on the east side of the freeway that extends east to the properties fronting on the east side of State Street. This is a small area with limited expansion opportunity. Commercial growth was initially quite strong and included big box space and smaller retail shops and pads. However, the inability to expand hurt this area significantly and development at 10600 South, the next interchange to the south, began to pull customers away from 9000 South.

Of course, the subject area is not likely to compete so directly with a regional mall as 9000 South was forced to do but the general concept is the same. For the long-term viability of the area, and for the protection of the city's investment in its public buildings, it is imperative that an adequate commercial base be provided. In this regard, the commercially zoned acreage on the east end of the project area offers a significant amount of land for future development which can act to preserve the quality of the area.

The configuration of that land under Alternative C is ideal to big box development. Under Alternative E, the land is "cut-up" to the extent that it no longer offers the same opportunity. It would not be as desirable to prospective tenants and the resulting configuration would actually preclude certain tenants and tenant types.

This is a hard concern to measure because it is not a present value issue so much as a long-term factor. However, in addition to the advantage large tracts offer in preserving the commercial and institutional quality of a given neighborhood, there are other benefits which also come into play over time.

First, it is a city's obligation to provide a variety of opportunities for its citizens beyond such common concerns as education, recreation and good government generally. Also included is enhanced tax base, jobs, and shopping opportunity. Small communities especially work toward economic development so that there will be limited leakage, that is, purchasing of goods and services in other communities by their citizens. Attracting businesses addresses all three concerns at once, an improved tax base, more local jobs and shopping options for its residents.

Because of the historic land planning that has resulted in city hall, neighborhood shopping centers and the proposed Wal Mart, it is clear the city has banked its future on this area as its commercial hub. Alternative C is clearly preferred over Alternative E on this basis.

7 September 2005

Mike Moyes, City Manager
Syracuse City
1787 South 2000 West
Syracuse, UT 84075

Re: Antelope Drive Alignment

Dear Mike:

At your request, we have reviewed the commercial and sales tax impacts of the Antelope Drive proposed alignments C and E on Syracuse City. Alternative C is the alignment that closely follows the existing Antelope Drive; Alternative E is a significant realignment of Antelope Drive, veering to the south away from the existing alignment just west of 1000 West and then merging again with the existing alignment just east of 2000 West. We agree with the appraiser's conclusion that:

Alternative C is far preferred as it provides Syracuse with a well-configured long-term supply of commercial land that will reduce leakage of retail sales to nearby communities and improve the community's tax base.

Our findings are summarized as follows:

- **Loss of Primary Commercial Site and Big Box/Warehouse Club Potential**
With Alternative E, Syracuse City will lose its ability to attract warehouse club and big box development along its "commercial stretch" (1000 West to 2000 West on Antelope Drive) due to the lack of any remaining vacant parcels of sufficient size to attract this type of development. This will result in roughly \$450,000 less annually in sales tax revenues to the City, with a reduced net present value of roughly \$5.6 million over 20 years. This represents roughly 35 percent of the current sales tax revenue of \$1.3 million now generated annually in Syracuse City.
- **Sales Leakage Analysis**
Syracuse is currently capturing only 19 percent of its residents' purchases within city boundaries. Commercial development is critically important for the City to be able to keep up with its growing population. Alternative E, which bisects the City's primary vacant commercial parcels, significantly decreases the City's ability to recapture lost sales leakage and places Syracuse at a competitive disadvantage with neighboring cities.

Loss of Primary Commercial Site and Big Box/Warehouse Club Potential

Syracuse City's commercial "hub" lies along Antelope Drive between 1000 West and 2000 West. This area is currently "bookended" with the city hall and the proposed WalMart at 2000 West, and Walgreen's and Smith's at 1000 West. The major remaining commercial site for development along this stretch is located just west of Walgreen's. However, with Alternative E, this parcel is bisected such that a big box or warehouse development could not be accommodated at the site. No other sites in Syracuse would be attractive to this type of development.

Big box/warehouse club development has the potential to generate significantly greater economic impact for a community than strip commercial because it generates higher sales per square foot, attracts regional retail traffic and accelerates the development of surrounding pad sites. Average sales per square foot at Costco are estimated between \$771¹ and \$795² per year, with an average building size of roughly 150,000 square feet. In comparison, Sam's has retail sales of \$516 per square foot and BJ's Wholesale Club estimates sales of \$411 per square foot.³ Big box and wholesale clubs generate significantly higher sales per square foot than do other types of retail development where the general rule-of-thumb is \$200 per square foot per year. The table below distinguishes between sales generated by neighborhood developments and regional developments, with regional development outpacing neighborhood development by approximately \$50 per square foot per year.

| Average Sales per Square Foot for Neighborhood and Regional Retail Development | | |
|---|---------------------|-----------------|
| | Neighborhood | Regional |
| General merchandise | \$100 | \$144 |
| Food | \$312 | \$303 |
| Food Service | \$183 | \$289 |
| Clothing and accessories | \$201 | \$209 |
| Shoes | \$145 | \$241 |
| Home Furnishings | \$160 | \$234 |
| Home Appliances/Music | \$175 | \$282 |
| Building Materials/Hardware | \$111 | \$178 |
| Automotive | \$136 | \$184 |
| Hobby/Special Interest | \$163 | \$234 |
| Gifts/Specialty | \$149 | \$197 |
| Jewelry | \$280 | \$249 |
| Liquor | \$217 | n/a |
| Drugs | \$241 | \$228 |
| Other Retail | \$143 | \$288 |
| AVERAGE | \$181 | \$233 |

Source: www.bizstats.com/spf.malls.htm

¹ <http://www.bizstats.com/whyspf.htm>

² Business Week, "The Costco Way," April 12, 2004.

³ Business Week, "The Costco Way," April 12, 2004.

How do these numbers apply to Syracuse? The amount of impacted commercial acreage located directly west of Walgreen's has not been identified in any of the reports and data that we were provided. Therefore, for purposes of analysis, we have conservatively assumed impacts on 20 acres, which could accommodate roughly 200,000 square feet of commercial space – 150,000 for a warehouse club and another 50,000 of restaurants and retail sites. This assumes a floor area ratio ("FAR") of .23 – the exact same ratio currently planned for the 900 West and State Street Site in Lehi and American Fork (350,000 square feet on 35 acres – Lowe's and Costco at 300,000, with 50,000 remaining for other retail development).⁴

If 200,000 square feet of retail are developed with a Costco and surrounding "regional" draw restaurants and retail shops, the estimated gross sales annually would be nearly \$450,000 greater annually than with neighborhood-type development.⁵ Over a period of 20 years, assuming a discount rate of five percent, the City would receive \$9 million less in revenues, representing a net present value of \$5.6 million if Alternative C is selected over Alternative E.

| COMPARISON OF POTENTIAL POINT OF SALE ("POS") TAX REVENUES BY DEVELOPMENT TYPE | | | | |
|---|-----------|---------------------|--------------------|------------------------|
| | SF | Sales per SF | Gross Sales | POS Tax Impacts |
| Costco Development | | | | |
| Costco | 150,000 | 780 | 117,000,000 | 585,000 |
| Surrounding retail | 50,000 | 234 | 11,700,000 | 58,500 |
| Total | | | 128,700,000 | 643,500 |
| Other Warehouse Development | | | | |
| Other Warehouse | 150,000 | 500 | 75,000,000 | 375,000 |
| Surrounding retail | 50,000 | 234 | 11,700,000 | 58,500 |
| Total | | | 86,700,000 | 433,500 |
| Strip Commercial - Neighborhood | | | | |
| Retail and restaurants | 200,000 | 200 | 40,000,000 | 200,000 |

Sales Leakage Analysis

Syracuse residents currently leave the City to make a large portion of their purchases. This is not surprising given the relatively young age of the City and the recent rapid growth. Sufficient households ("rooftops") must be developed in a City before commercial development becomes profitable. The table below shows that Syracuse captures roughly \$2,710 per person annually in taxable sales within the

⁴ Builder Online, "Seattle Firm to Build 50,000 Square Feet of Retail in Lehi," August 8, 2005.

⁵ Calculated as follows: \$643,500 - \$200,000 is roughly \$450,000 per year. \$450,000 for 20 years is \$9 million. Payments of \$450,000, discounted at five percent for 20 years, equal \$5.6 million.

City's boundaries -- significantly less than the other cities shown in the table.⁶ In fact, it appears that Syracuse residents are only making 19 percent of their total taxable purchases within city boundaries.

| Direct Taxable Sales 2004 | | | | |
|-----------------------------------|--------------------|-------------------|-------------------------|---------------------|
| City | Gross Sales | Population | Sales per Capita | Capture Rate |
| Woods Cross | \$211,970,219 | 8,169 | \$25,948 | 181% |
| Lindon | \$241,094,202 | 9,464 | \$25,475 | 178% |
| American Fork | \$444,946,407 | 24,640 | \$18,058 | 126% |
| Centerville | \$258,861,264 | 15,022 | \$17,232 | 120% |
| West Bountiful | \$76,328,682 | 4,636 | \$16,464 | 115% |
| State of Utah | \$35,310,874,969 | 2,466,796 | \$14,314 | 100% |
| Heber | \$116,428,986 | 9,026 | \$12,899 | 90% |
| Tooele | \$265,617,159 | 27,293 | \$9,732 | 68% |
| Holladay | \$234,044,773 | 24,097 | \$9,713 | 68% |
| Springville | \$247,595,445 | 25,565 | \$9,685 | 68% |
| Brigham City | \$158,776,176 | 17,548 | \$9,048 | 63% |
| Spanish Fork | \$227,595,952 | 25,342 | \$8,981 | 63% |
| Payson | \$133,231,511 | 16,865 | \$7,900 | 55% |
| Kaysville | \$150,239,810 | 22,150 | \$6,783 | 47% |
| Lehi | \$167,087,359 | 27,453 | \$6,086 | 43% |
| Clearfield | \$160,158,372 | 27,449 | \$5,835 | 41% |
| Farmington | \$74,997,637 | 13,562 | \$5,530 | 39% |
| Pleasant Grove | \$136,401,549 | 27,422 | \$4,974 | 35% |
| Syracuse | \$45,734,171 | 16,877 | \$2,710 | 19% |
| Source: Utah State Tax Commission | | | | |

Syracuse's relatively low capture rate per person -- \$2,710 -- places increased pressures on Syracuse City to raise city revenues from sources other than sales taxes -- mostly likely through a higher property tax rate. This puts Syracuse City at a competitive disadvantage with neighbors like Farmington and Clearfield where sales tax revenues are twice the amount of sales tax revenues per capita in Syracuse.

While the actual cost of services in Syracuse, on a per capita basis, has not been studied, these costs are not likely to be one-half of the costs incurred in Farmington and Clearfield. Therefore, if other revenue sources do not compensate for the relatively lower sales tax revenues received by the City, then the City will be forced to provide a lower level of services. This will put the City at a competitive disadvantage in attracting future commercial development -- either from lower service levels or higher property taxes. Because the City is already at a very low sales capture rate (19 percent), we do not recommend the selection of Alternative E, which would negatively impact the potential for future commercial development potential.

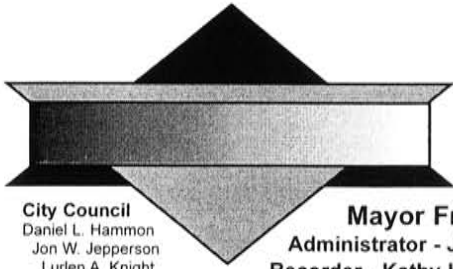
⁶ Cities were selected based on population (less than 30,000 in size) or proximity to Syracuse.

If you have any questions or concerns, please do not hesitate to give us a call.

Sincerely,

LEWIS YOUNG ROBERTSON & BURNINGHAM, INC.

Susan Becker
Senior Consultant/Vice President



City Council
Daniel L. Hammon
Jon W. Jepperson
Lurlen A. Knight
Wallace J. Peterson
Brian L. Truman

Mayor Fred Panucci
Administrator - J. Michael Moyes
Recorder - Kathy Holt
Treasurer - Jana Schofield

Syracuse City

HORROCKS ENG.
SEP 20 2005
RECEIVED

13 September 2005

Stan Jorgenson
Horrocks Engineers
P.O. Box 377
American Fork, UT 84003

Dear Stan,

As follow-up to our meeting on August 30, 2005, regarding alignment alternatives for SR108 through Syracuse City, I am writing in an attempt to clarify some points of concern with alignment proposal "E". You will recall that on May 24, 2004, the City Council adopted Resolution R04-05 supporting a straight alignment of SR108. The Resolution outlined seven reasons for supporting a straight alignment, however detail as to those reasons may have been lacking. This letter is intended to better explain the City's concern with shifting the alignment outside of the current location.

- General Planning
For years the City has followed statutory guidelines for developing and adopting a comprehensive General Plan. This Plan has carefully evaluated the balance between residential, commercial and industrial development. Alternative E will dissect what experts have identified as the city's major commercial area, leaving the City without an option of expanding that area because of recent residential development in that area.
- Reduction of Sales Tax Revenue
Utah municipalities rely heavily on sales tax for funding municipal services. In an attempt to quantify the impact of dissecting this portion of the City's commercial property, the City employed Lewis Young Robertson and Burningham Inc. to analyze what impact the road alignment might have on the sales tax revenue the City will realize from commercial development. Their study shows that Alternative E Road Alignment will eliminate the City's ability to attract a Big Box anchor on that site. Moreover, without a Big Box anchor the City could realize a \$450,000 reduction in annual sales tax which is nearly 35% of the City's current sales tax revenue. I have attached a copy of their study for your review.

Page Two
Stan Jorgenson
13 September 2005

- Utility Impacts
Current location of sewer, water, phone, power, and natural gas are in the established right-of-way. Shifting the alignment will create costly duplication of large transmission lines and will dramatically increase storm water flows that were not included in the sizing of the City's storm drain system.
- Maintenance of Existing Right-of-Way
If the road alignment shifts, the City would likely be responsible to maintain the existing right-of-way. The cost for improving that right-of-way, to bring it up to the City standard, is estimated to be as much as a million dollars.
- Connecting to Existing Roadways
The proposed Alignment "E" poses some problems connecting existing roads to the new roadway. In addition to traffic flow issues there is also some concern on how the existing road will terminate and how existing utility lines will be serviced and maintained outside of the paved roadway.

I am hopeful that this information will assist you in your analysis of the proposed alternatives for widening of SR108. Syracuse City is greatly concerned with the loss of revenue, increased costs, and the impact to our well-balanced General Plan resulting from alternative Alignment E. Thank you for your efforts in assisting with this project.

Sincerely,



J. Michael Moyes, CMC
City Administrator

JMM/lf

Enc.

To: Syracuse Road Project File
From: Horrocks Engineers
Date: September 21, 2005
Subject: Feasible and Prudent Standard for Syracuse Road Alternative E



This memorandum has been prepared to analyze Alternative E (Section 4(f) Minimization Alternative) to determine whether it meets the criteria of being feasible and prudent. **Figure 1** shows the Project Area and the alignments of Alternative C (the "Preferred Alignment") and Alternative E. **Figure 2** shows another version of Alternative E with more southerly shift to the road alignment. Since there is not an alternative in which no Section 4(f) resources would be impacted, Alternative E is recognized as a build alternative that would best minimize impacts to Section 4(f) resources. Based upon both the magnitude of the negative economic impact of Alternative E on Syracuse City and its residents and the accumulation of factors including additional construction costs and public opposition, Alternative E is not prudent.

To assist in the analysis of the prudence of Alternative E, Horrocks Engineers retained Mr. J. Philip Cook, MAI, CRE, a real estate appraiser with LECG, to analyze the general effects Alternatives C and E would have on the value and development potential of individual properties and on Syracuse City as a whole. Because the alignments are only conceptual at this time, Mr. Cook's analysis does not include specific appraisals, but instead, an overview of the effect each alternative alignment will have on the overall land values. He also provided estimates as to the costs for right-of-way acquisition for both alternatives. The conclusions from his report dated July 29, 2005, are included in this discussion.

Syracuse City provided economic data showing the potential impacts that would occur with the two alternatives. Syracuse City retained the firm of Lewis Young Robertson & Burningham to analyze the general economic impacts of each alternative. This information is provided in a letter dated September 13, 2005 from the Syracuse City Administrator, J. Michael Moyes, CMC, along with an economic review dated September 7, 2005 from Susan Becker, Senior Consultant and Vice President with Lewis Young Robertson & Burningham.

FEASIBLE

An alternative is considered feasible if it is technically possible to design and build. Since the roadway alternative advanced in Alternative E is technically possible to design and build according to current engineering and construction standards, Alternative E is feasible.

PRUDENT

As set forth in 23 U.S.C. §771.135(a)(2), the prudence standard requires a demonstration that there are unique problems or unusual factors involved in the use of alternatives that would avoid Section 4(f) resources or that the cost, social, economic, and environmental impacts, or community disruption resulting from such alternatives reaches extraordinary magnitude. The Section 4(f) Policy Paper issued by the FHWA sets forth seven factors for determining prudence of an alternative. These factors listed below, along with a detailed discussion that demonstrates that Alternative E is not a prudent alternative.

1. It does not meet the project purpose and need.

Alternative E does not meet the project's purpose and need in that it is not consistent with local plans for the area. The purposes of the project include, in addition to meeting travel demands for existing development and projected growth of the communities it would serve, providing a transportation facility that is consistent with local plans.

Syracuse City's master plans for the project area are based upon an improvement of Syracuse Road consistent with its existing alignment and include the commercial development of the area adjacent to the existing Syracuse Road. See **Figure 3**. As shown in **Figure 3**, Syracuse City has zoned adjacent area as commercial and/or high density residential, with the undeveloped land south of the roadway near 1000 West being sufficient to support big box retail development. Syracuse City also plans to improve 2000 West to include a town center with public buildings and facilities and smaller retail shops.

Alternative E, being an off-corridor alignment, is not consistent with the Syracuse City General Plan and would interfere with the plans for commercial development along Syracuse Road by dividing up the available undeveloped land south of the existing alignment that has been reserved by Syracuse City for commercial development so as to limit the nature and size of that potential development. This division of the land available for commercial development would in turn result in severe economic losses to Syracuse City, which is discussed in more detail in Section 4 below.

Due to its location on the west side of Davis County, bordered by Clearfield and Layton to the east, West Point on the north, and the Great Salt Lake to the west and south, Syracuse City has a limited geographical location for expansion with limited undeveloped commercial property available within the city limits with which to increase its tax base. See **Figure 4**. This consideration makes it all the more important that Syracuse City be afforded the opportunity to maximize the value of its available undeveloped land.

When considered in conjunction with the scarcity of other properties suitable for commercial development that exists within the boundaries of Syracuse City and the physical and geographical restrictions upon any expansion of the city limits, it becomes clear that the maintenance of Syracuse Road as a prime commercial area is of the utmost importance to the future of Syracuse City. Therefore, Alternative E is not prudent.

2. It involves extraordinary operational or safety problems

Alternative E does not involve any extraordinary operational or safety problems.

3. There are unique problems or truly unusual factors present with it

Public Controversy: Based on the input received during public meetings, which included elected officials and representatives of Syracuse City as well as the general public, and meetings and correspondence with individual property owners, the selection of Alternative E would be unpopular and potentially damaging to property values, as well as to current and future development plans for the area.

Opposition from Mayor and Syracuse City Council

Syracuse City expressed their official non-support for any off-corridor alignment of Syracuse Road in Resolution R04-05 (hereinafter the "Resolution"), which was approved unanimously by the Syracuse City Council and the Mayor on May 25, 2004. Further, Mr. Moyes and other Syracuse City officials and staff representatives have repeatedly expressed opposition to any off-corridor alignment of Syracuse Road due to its interference with the Syracuse City master plans. It would also result in Syracuse City having to assume the responsibility to manage and maintain the existing Syracuse Road, with the resultant extra costs. These concerns are discussed in greater detail in Sections 4 and 6 below.

Opposition from Residents / Property Owners

The majority of the comments received on Alternative E, or any of the alternatives that included an off-corridor alignment, indicated a strong dislike to relocate Syracuse Road from its existing alignment. Of those comments received at the public meetings in which Alternative E was under consideration, approximately 72 percent were opposed to an off-corridor alignment, with only 16 percent expressing any support. Some of the concerns expressed were as follows:

Division of Existing Residential Neighborhoods Resulting in Loss of Community Cohesion: Alternative E would shift the alignment of Syracuse Road south from its existing alignment for the majority of the length of the roadway, which would run through the existing residential neighborhood located along Allison Way. Allison Way is a two lane road that runs perpendicular to Syracuse Road with a north-south alignment and has homes along both the east and west sides throughout the proposed project area. Alternative E would serve to isolate the northern portion of the neighborhood from the southern portion. This would result in a loss of neighborhood cohesion.

Double-fronted Lots: Alternative E would also result in homes on the south side of the existing Syracuse Road having a road on both the north and south of their properties, which was a major item of concern in many of the public comments received.

Impact to Property Values: Alternative E would have a more negative impact on the property values of the affected properties, as detailed below and in the report prepared by Mr. Cook.

High Risk of Litigation

Due to the severe economic impact to commercial development identified in section 4 below, there is a greater likelihood that the commercial developers and/or residents anticipating marketing their properties to commercial developers would seek judicial review of the EIS. There is therefore an extremely high risk of incurring litigation in order to prevent the implementation of Alternative E. This would result in substantial litigation delays, the costs of litigation (i.e., attorney fees, court costs, etc.), the potential for further resources being required for new studies, etc.

4. It results in unacceptable and severe adverse social, economic, or other environmental impacts

a. Economic Impact to Syracuse City

Alternative E creates an economic hardship to Syracuse City, as expressed in Syracuse City's Resolution. The Resolution states that Alternative E would create an economic hardship to the city by dissecting over 50 acres of commercial property in such a manner as to severely reduce or even eliminate their ability for development.

The goal of fostering economic development by providing improved mobility and sufficient transportation infrastructure is recognized as one of the acceptable purposes of both the FHWA and UDOT. The Transportation Equity Act of 1998 (TEA-21), 23 U.S.C. §135(c)(1) states that "(e)ach State shall carry out a transportation planning process that provides for consideration of projects and strategies that will: (A) *support the economic vitality of the United States, the States, and metropolitan areas*, especially by enabling global competitiveness, productivity, and efficiency . . ." (italics added). UDOT has a state mandate to develop and maintain "state transportation systems that are safe, reliable, environmentally sensitive, and serve the needs of the traveling public, *commerce, and industry*." U.C.A. §72-1-201 (italics added). It is therefore appropriate for both FHWA and UDOT to take economic factors such as the development of commercial and industrial opportunities, including access and mobility for the public and freight, into consideration when choosing an alternative.

In this instance, the continuance of Syracuse Road in an on-corridor alignment may be critical to the economic vitality of Syracuse City. Since the 1989-90 General Plan, Syracuse City has preserved adjacent land along Syracuse Road between 1000 West and 2000 West with the intention that it eventually be developed to be the city's primary commercial area. Syracuse City has clearly delineated the area along Syracuse Road from 1000 West to 2000 West as its primary commercial hub, with the eastern anchor at 1000 West and the planned Town Center at 2000 West. In its master plans and general plans, Syracuse City has designated the properties along

Syracuse Road to be commercial, and has approved and disapproved proposed developments accordingly. Based on the historic land planning that has resulted in the location for City Hall at 2000 West, it is clear Syracuse City has banked its future on the area near 1000 West as its commercial hub.

Alternative E would divide the previously designated commercial property, thereby changing the 600 foot depth of the commercial property. This would completely change the nature of the potential development of this property in that commercial development requiring sizable square footage, parking facilities, public access, etc. (i.e., “big box” retail) would be unable to locate along the roadway.

Land Use

Local governments have an obligation to their citizens to plan for future growth. For the long-term viability of the area and for the protection of the city’s anticipated investment in its Town Center, it is imperative that an adequate commercial base be provided. According to Mr. Cook, the trend in retail development has been to big box spaces, with ancillary shop space and satellite pads adjacent to and in front of the big boxes, respectively. This trend is easily understandable in light of the apparent popularity of such development with consumers, which is reflected in the high number of sales per square foot set forth in Table 1 below. The undeveloped commercially zoned acreage on the east end of the project area offers a significant amount of land for future development of this type.

In a meeting with representatives from UDOT, FHWA, local property owners, and Horrocks Engineers, a prominent commercial developer expressed his opinion that the 20-acre, undeveloped, rectangular parcel located on the Southwest corner of 1000 West and Syracuse Road (hereinafter the “Briggs Property”) is the premier commercial property in Syracuse. See **Figure 1**. According to him, it is valuable as commercial property because it faces Syracuse Road, it is adjacent to 1000 West, and it has an approximate 600-foot depth that will allow development of larger retail enterprises. The configuration of that land under Alternative C is best suited for big box development. Under Alternative E, the land is “cut-up” to the extent that it no longer offers the same opportunity for commercial growth. It would not be as desirable to prospective tenants and the resulting configuration would actually preclude certain tenants and tenant types.

Specifically, Alternative E will severely impact the southern corner property (the “Briggs Property”). It will require a curve just to the west of the existing Walgreen’s store, which will split the Briggs Property, leaving an isolated triangular-shaped parcel at the northwest corner. See **Figure 1**. The curve will also reduce the usable depth of the remaining parcel. According to the commercial developer, the remaining depth would not be enough for the development of a larger retail enterprise. There is even a potential purchaser of the Briggs Property, who already has site plans for the proposed development drawn and ready to present to Syracuse City for approval. In addition, the purchaser has letters of intent from national and regional retailers to build on the Briggs Property. The largest of the retailers intending to build on the Briggs Property alone has requested 75,000 square feet of retail space. The retailers have indicated that if Alternative E is chosen, they will pull out and build elsewhere, most likely outside Syracuse City.

In addition, the property adjacent to the Briggs property on the west (hereinafter the “Holt Property”) would also be severely impacted by Alternative E. According to Mr. Cook, since the Holt Property is not at the corner, the potential for any major commercial development there would be small without a larger retail development on the Briggs Property. Alternative E would also split the Holt property, leaving parcels with depths of 200 to approximately 480 feet,

depending on the final alignment. If the road is located in the center of the Holt Property, the resulting depths of the parcels would be approximately 200 to 250 feet. According to Mr. Cook, the only commercial development that would be attracted to the Holt Property then would be small strip malls, consisting of small businesses that would not produce the tax revenue of the larger retail stores and would not have the longevity usually associated with a larger development. If the alignment of Alternative E was moved to the southern edge of the 20-acre property to the west, as shown on **Figure 2**, the resulting depth would be too deep for smaller commercial enterprises and not large enough for larger commercial enterprises, with the best use for the property being high-density residential developments.

A further problem exists in that the land south of the planned commercial development for south of Syracuse Road between 1050 West and Allison Way is planned to be residential and has already been platted, approved, and is under construction, which eliminates any possibility of shifting the planned commercial development further south to remain on Syracuse Road. See **Figures 1 and 2**.

Loss of Potential Enhanced Tax Base

Economic development is extremely important to smaller communities like Syracuse City that have a limited tax base. Sales taxes are an important source of revenue for such communities, which is necessary for them to be able to provide the essential public services to their citizens. Without adequate sales tax revenues, communities must either find other sources of revenue (i.e., higher property taxes) or decrease the services provided to its residents. It is therefore important to provide access to goods and services in order to prevent "retail leakage" (i.e., the purchasing of goods and services in other communities by their citizens). Alternative E would significantly reduce Syracuse City's ability to increase its tax revenues and employment opportunities or to prevent the loss of such revenues and employment opportunities to neighboring communities.

According to Mr. Moyes, on behalf of Syracuse City, the selection of Alternative E would result in the loss of the ability to attract commercial development such as warehouse clubs and "big box" retail stores, since there is a lack of vacant parcels of sufficient size for this type of development in Syracuse City outside of the Syracuse Road corridor. Without large scale commercial development, Syracuse City anticipates that the estimated point of sale (local option sales tax) would be nearly \$450,000 less with neighborhood-type development. This represents roughly 35 percent of the current sales tax revenue of \$1.3 million now generated annually in Syracuse City and 12.7 percent of the projected 2006 Syracuse City budget of \$5,540,000. Assuming a discount rate of five percent over 20 years, the net present value of that loss would be \$5.6 million.

Table 1 below compares potential commercial developments by type for an anticipated 20-acre site that would be divided into 150,000 square feet for a warehouse club, such as Costco or Sam's Club, and the remaining 50,000 square feet for retail and restaurant sites. According to the report from Ms. Becker of Lewis Young Robertson & Burningham, average sales per square foot for Costco were estimated between \$771¹ and \$795² per year, with other warehouse clubs being estimated between \$516 and \$411 per square foot.³ Average sales per square foot were estimated at \$234 for regional retail sites and \$200 for neighborhood retail sites.⁴ The annual point of sales tax revenue for each type of commercial development is listed below.

¹ <http://www.bizstats.com/whyspf.htm>

² Business Week, "The Costco Way," April 12, 2004.

³ Business Week, "The Costco Way," April 12, 2004.

⁴ <http://www.bizstats.com/spf.malls.htm>

Table 1: Comparison of Potential Point of Sale Tax Revenues by Development Type⁵

| | Square Footage (SF) | Sales per SF | Gross Sales | Point of Sale Tax Revenue ⁶ |
|--|---------------------|--------------|---------------|--|
| Costco Development | | | | |
| Costco | \$150,000 | \$780 | \$117,000,000 | \$585,000 |
| Surrounding retail | \$50,000 | \$234 | \$11,700,000 | \$58,500 |
| Total | | | \$128,700,000 | \$643,500 |
| Other Warehouse Development | | | | |
| Other Warehouse | \$150,000 | \$500 | \$75,000,000 | \$375,000 |
| Surrounding retail | \$50,000 | \$234 | \$11,700,000 | \$58,500 |
| Total | | | \$86,700,000 | \$433,000 |
| Strip Commercial – Neighborhood | | | | |
| Retail and restaurants | \$200,000 | \$200 | \$40,000,000 | \$200,000 |

Table 1 clearly shows that Syracuse City would lose a substantial amount of expected sales tax income with neighborhood-type commercial development within the project area when compared to the potential income stream from larger scale commercial development anchored by a warehouse club.

A sufficient amount of population growth is required prior to the development of commercial properties in order to support such development. Syracuse City, having previously been an agricultural community, is only now experiencing enough growth in residential population to begin to support greater commercial development. According to the Census Bureau figures, Syracuse City has experienced a growth rate of 102 percent during the decade prior to the 2000 census, jumping from a population of 4,658 residents in 1990 to 9,398 in 2000. Further, Syracuse City's 2005 demographic figures estimate a current population of 18,200 residents, approximately double the population in 2000. Syracuse City also projects that it will continue to grow at a rate of 15 percent a year. It is important to Syracuse City not to jeopardize its potential commercial growth at the very moment that it becomes viable.

Sales Tax Revenue "Leakage"

Syracuse City is capturing only a small percentage of the sales tax being paid by its residents due to "retail leakage" (i.e., the purchasing of goods and services in other communities by their citizens). It is estimated that approximately 81 percent of the goods and/or services purchased by Syracuse residents are purchased outside of Syracuse City, resulting in a sales tax capture rate of only 19 percent. By comparison, those cities that are similar to Syracuse City in either population

⁵ The types of commercial development included in this table are used for comparison purposes only to show the highest possible return per square foot versus the lowest possible return per square foot, with Costco being used as the highest based upon its reported sales figures, and with neighborhood-type retail being shown as the lowest, even though neighborhood strip malls do not ordinarily reach the large size included in the table. It is not meant to indicate the exact nature of the development that will occur.

⁶ Point of sale tax revenue equals 50% of the sales tax revenue from the local option sales tax apportioned to a city and is distributed based upon where the sale originated. The remaining 50% of the local option sales tax is distributed based upon a city's share of the statewide population growth.

size or proximity to Syracuse City have a much greater capture rate, as evidenced in Table 2 below.

Table 2: Direct Taxable Sales for 2004

| City | Gross Sales | Population | Sales per Capita | Capture Rate |
|----------------|---------------|------------|------------------|--------------|
| Woods Cross | \$211,970,219 | 8,169 | \$25,948 | 181% |
| Lindon | \$241,094,202 | 9,464 | \$25,475 | 178% |
| American Fork | \$444,946,407 | 24,640 | \$18,058 | 126% |
| West Bountiful | \$76,328,682 | 4,636 | \$16,464 | 115% |
| Heber | \$116,428,986 | 9,026 | \$12,899 | 90% |
| Tooele | \$265,617,159 | 27,293 | \$9,732 | 68% |
| Holladay | \$234,044,773 | 24,097 | \$9,713 | 68% |
| Springville | \$247,595,445 | 25,565 | \$9,685 | 68% |
| Brigham City | \$158,776,176 | 17,548 | \$9,048 | 63% |
| Spanish Fork | \$227,595,952 | 25,342 | \$8,981 | 63% |
| Payson | \$133,231,511 | 16,865 | \$7,900 | 55% |
| Kaysville | \$150,239,810 | 22,150 | \$6,783 | 47% |
| Lehi | \$167,087,359 | 27,453 | \$6,086 | 43% |
| Clearfield | \$160,158,372 | 27,449 | \$5,835 | 41% |
| Farmington | \$74,997,637 | 13,562 | \$5,530 | 39% |
| Pleasant Grove | \$136,401,549 | 27,422 | \$4,974 | 35% |
| Syracuse | \$45,734,171 | 16,877 | \$2,710 | 19% |

Syracuse City is currently seeking to improve its sales tax percentage capture rate so as to be able to provide for its growing residential population. Syracuse City believes that it can substantially increase its sales tax capture rate by providing its citizens not only with an increase in desirable shopping and retail opportunities, but also by providing more employment opportunities for its citizens. Job growth in the area would also stimulate the sales tax capture rate because Syracuse City residents would not need to commute to work. Syracuse City considers both objectives to be achievable by including the large scale commercial development planned for Syracuse Road with an on-corridor alignment. To lose that opportunity for commercial development will severely impact on Syracuse City's goal to increase its sales tax capture rate, especially in light of the lack of certain other factors that contribute to a greater capture rate (i.e., location directly adjacent to a major transportation route, isolation from competing commercial options, etc). Therefore, Alternative E results in an unacceptable and severe economic impact on Syracuse City.

b. Economic Impacts to Property Owners

Statistical Analysis

Based upon his knowledge and experience as a real estate appraiser, Mr. Cook analyzed the qualitative impacts to the individual properties where financial compensation is either unavailable or does not adequately compensate for the impact that would result from the selection of either Alternative C or Alternative E. To do so, he established a scale of 1 to 5, with 1 being

measurably positive, 3 being neutral, (i.e. no offset or no particular impact), and 5 being measurably negative. He also included a measure of 3.5 for properties where the negative impact was partially offset with a positive impact. With this scale, he assigned values to the 81 properties that would be impacted by either Alternative C or Alternative E, using the following criteria:

- If a residential dwelling is taken, the loss is generally considered to have a measurably negative impact.
- If a residential dwelling remains in a planned residential district with little or no loss of land, it is neutrally impacted.
- If there is an adequate remainder after the taking of a residential property, the remainder generally has commercial potential, which is considered a positive to the owner to partially offset the negative impact.
- Certain residential properties along the existing corridor will lose their commercial potential and will receive no compensation, which is considered a measurably negative impact.
- Some residential properties on the existing corridor will continue to be residential and will be benefited because they will no longer be on the primary street, which is considered a somewhat positive impact.
- Access to some residential properties will be changed to have a somewhat negative impact on the owners.
- Some commercial properties will change only as to the direction of access and are therefore considered neutrally impacted.
- Large acreage tracts no longer suited for large-scale commercial development are considered measurably negatively impacted.

The scale thus developed was unweighted, meaning that all properties were treated as equal for purposes of this study, regardless of actual size. Table 3 compares the impacts to the properties under the two alternatives:

Table 3: Comparison of Properties Impacted

| Rating of Owner Impact (Scale of 1-5) | Number of Properties Impacted | |
|--|-------------------------------|---------------|
| | Alternative C | Alternative E |
| 1 measurably positive | 0 | 0 |
| 2 somewhat positive | 26 | 37 |
| 3 no impact | 38 | 9 |
| 3.5 offset benefit | 13 | 8 |
| 4 somewhat negative | 0 | 1 |
| 5 measurably negative | 4 | 26 |

In analyzing the above data, 21 percent of the properties would be negatively impacted with Alternative C, compared to 42 percent would be negatively impacted with Alternative E. Of those who would be negatively impacted, 26 properties would be measurably negatively impacted with Alternative E, compared to only 4 properties being measurably negatively impacted with Alternative C.

These results indicate that although Alternative E would benefit some properties, it also results in a greater number of properties being negatively affected than does Alternative C. Therefore, Alternative E results in an unacceptable and severe economic impact upon the property owners.

Impact on Property Taxes

If Syracuse City is unable to bolster its revenues from such sources as sales taxes, it may be forced to seek increases in other areas, such as property taxes. Currently, Syracuse City enjoys relatively low property tax rates compared to other areas of Davis County, but without the development of a commercial tax base, that may have to change. The other areas of Davis County ranked as the lowest for property taxes include undeveloped or unincorporated areas and Woods Cross, which maintains its low property tax rates because of its highly developed commercial base. The Syracuse City budget for 2005-2006 already included nearly \$1 million in cuts to the budgets of various city departments in order to avoid a tax increase.

5. It would cause extraordinary community disruption

Alternative E would not cause extraordinary community disruption.

6. It has additional construction costs of an extraordinary magnitude

Right-of-Way Acquisition: As part of his analysis, Mr. Cook compared the relative right-of-way acquisition costs for both alternatives. He did so by estimating the amount of land that would be taken by each alternative and the impact to improvements on the properties, estimating the value of the impacts (including severance damages), and applying the values thus computed on a parcel-by-parcel basis. Based upon the report prepared by Mr. Cook, the estimated costs for rights-of-way acquisition for Alternative E will be \$3.8 million more than for Alternative C. This represents an additional construction cost for Alternative E of 20 percent over the cost for Alternative C and is therefore a severe and unacceptable impact.

Further, these additional costs are not allocated in the 2005-2009 STIP and therefore, any additional funds that are required to be expended for this project would necessarily impact the funding for other projects provided for in the STIP, all of which have been previously determined to be important projects to be included in the STIP. The state would need to seek additional resources for funding these other projects, which may not be available or sufficient to complete the projects thus impacted.

Maintenance of Existing Syracuse Road: An additional cost that would be incurred as a result of choosing Alternative E would be the cost to Syracuse City for the upkeep and maintenance of the existing alignment of Syracuse Road, which would now be considered a city road. Syracuse City also would need to make improvements to the existing alignment of Syracuse Road that would remain under Alternative E to bring it up to current standards, which is estimated to cost as much as \$1 million dollars. The annual road maintenance budget for Syracuse City has averaged approximately \$465,000 for the past two years for the maintenance of approximately 78 miles of road. The additional cost anticipated under Alternative E would exceed the road maintenance budget and would constitute 5.54 percent of the total city budget. Considering that Syracuse City has already had to cut into essential governmental services for its residents already in order to cut its annual budget by the \$1 million dollars necessary to avoid tax increases, it does not have the flexibility to be able to absorb these additional costs to repair and maintain the existing alignment of Syracuse Road.

7. There is an accumulation of factors that collectively, rather than individually, has adverse impacts that present unique problems or reach extraordinary magnitudes

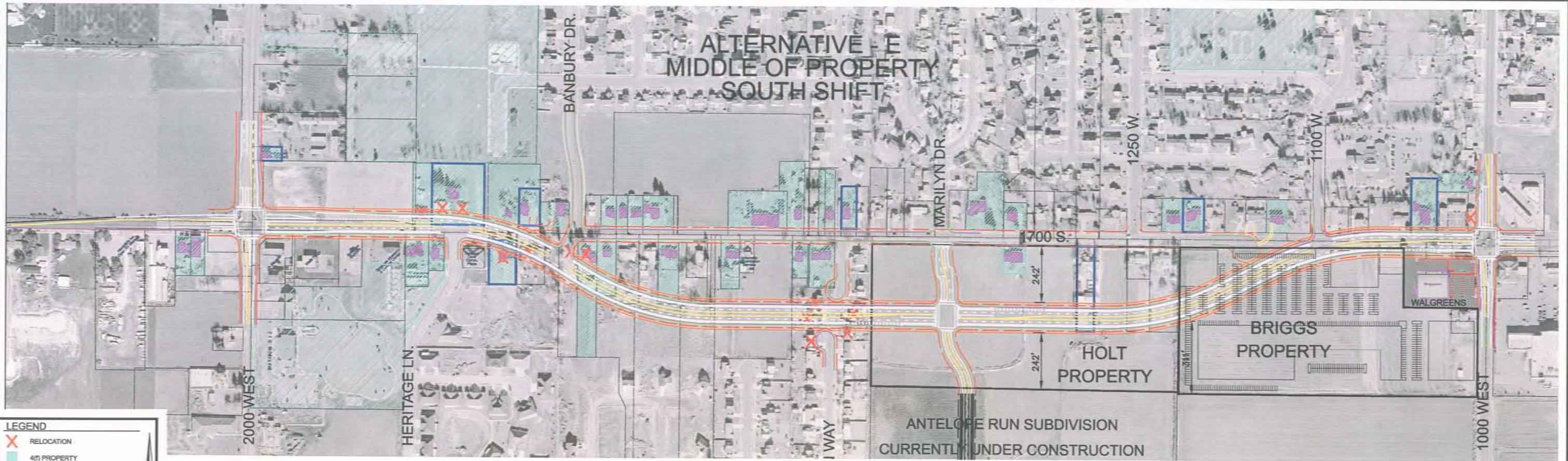
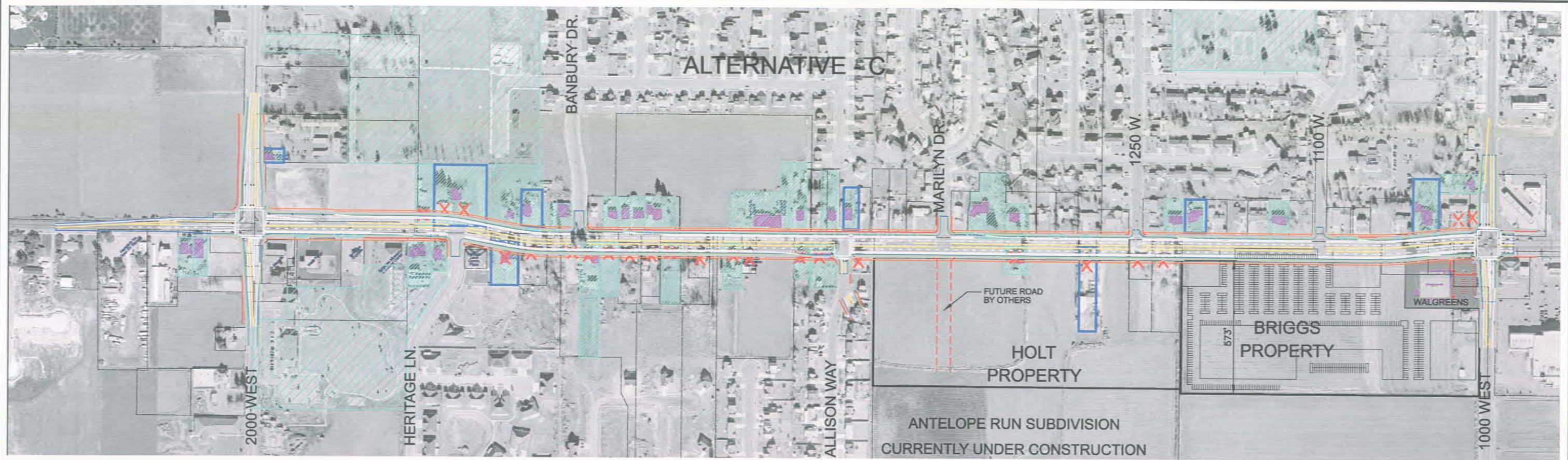
The accumulation of the factors discussed above, considered collectively, have adverse impacts that reach an extraordinary magnitude. In summary, Alternative E will have the following negative impacts:

| | |
|--|--|
| 1. Purpose and Need | <ul style="list-style-type: none"> • Inconsistent with the “Local Plans” element of the purpose and need in that it would not facilitate commercial development |
| 3. Unique Problems or Unusual Factors | <ul style="list-style-type: none"> • Opposition from majority of public • Opposition from Syracuse City expressed in Resolution • Double fronted lots • Division of existing established neighborhoods resulting in loss of community cohesion • Economic impact to Syracuse City and property owners • High risk of litigation delays and associated costs |
| 4. Unacceptable or Severe Adverse Social, Economic, or Environmental Impacts | <ul style="list-style-type: none"> • Division of prime commercial property resulting in loss of potential for enhanced commercial tax base • Potential sales tax revenue loss of as much as \$450,000 annually, with a reduced net present value of approximately \$5.6 million over 20 years • Unacceptable and severe economic impact upon the property owners • Potential property tax increases or reduction in services |
| 6. Additional Construction Costs of Extraordinary Magnitude | <ul style="list-style-type: none"> • Costs of additional rights-of-way in excess of \$3.8 million • Costs to maintain the existing Syracuse Road alignment • Costs to improve the existing Syracuse Road to current standards estimated at \$1 million which exceeds the city’s yearly \$465,000 road maintenance budget • Additional construction costs not allocated in STIP |

CONCLUSION

While Alternative E may result in less impacts to historic Section 4(f) resources, it would have a greater and more lasting harm to the existing and future infrastructure of Syracuse City and its residents due to the accumulation of the following factors; its incompatibility with the long-range development plans of Syracuse City; the loss of the anticipated expanded commercial tax base; the harm to property values and possible property tax increases; public opposition and community disruption; and the increased construction and maintenance costs. Therefore, Alternative E is not prudent.

cc: Project file



LEGEND

- RELOCATION
- 4(f) PROPERTY
- 4(f) STRUCTURE
- PROPOSED RIGHT-OF-WAY
- PROPOSED UTILITY EASEMENT
- EXISTING PROPERTY LINE
- LOCALLY IMPORTANT HISTORIC STRUCTURES

FIGURE 1
OPTIONS C AND E

DGN TAG: 01\2003\0306-073 Syracuse Road\2445_06\Environmental\Figure\2445_opt_e.dgn 9/16/2006 5:04:17 PM heather

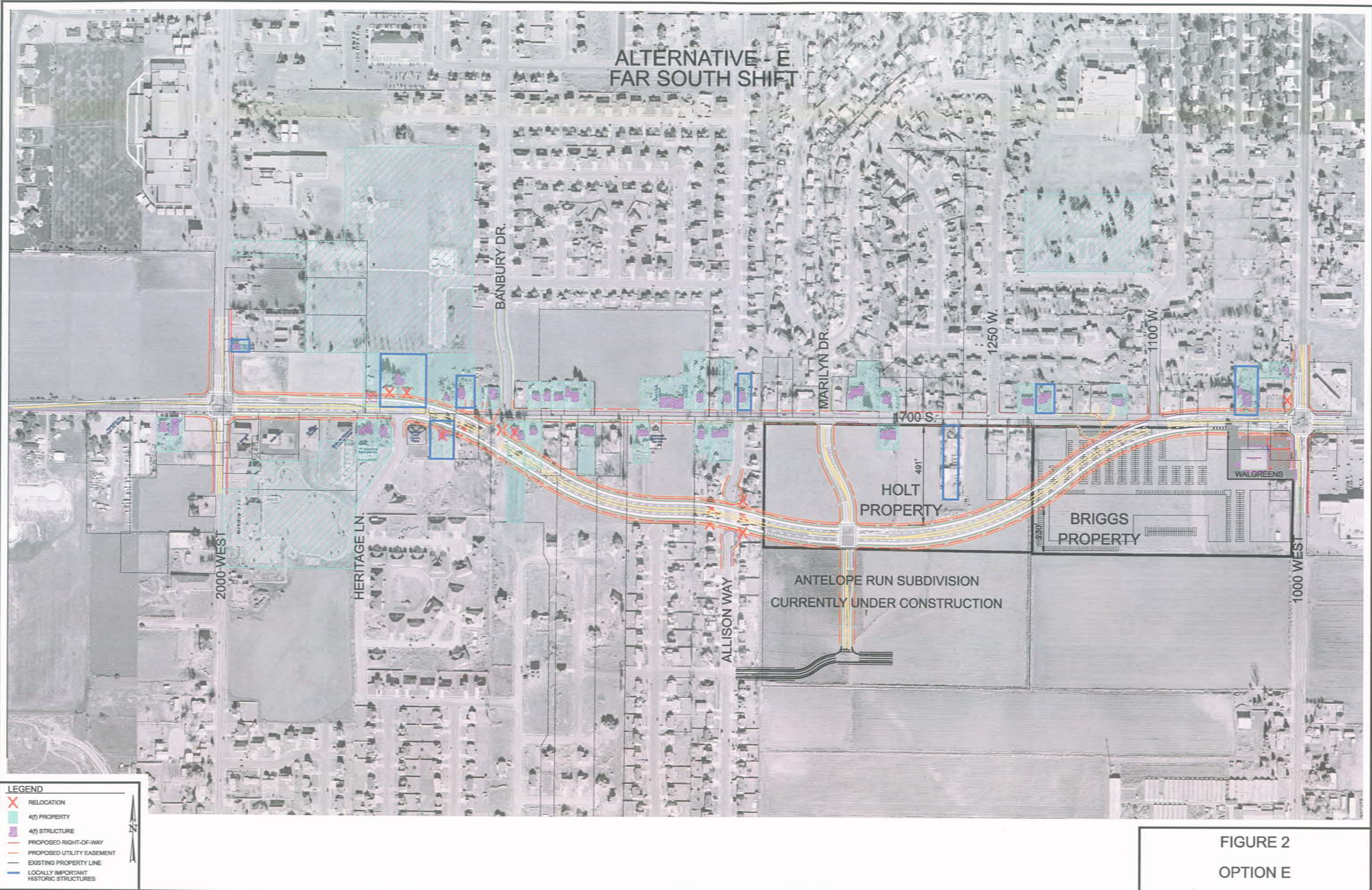


FIGURE 2
OPTION E

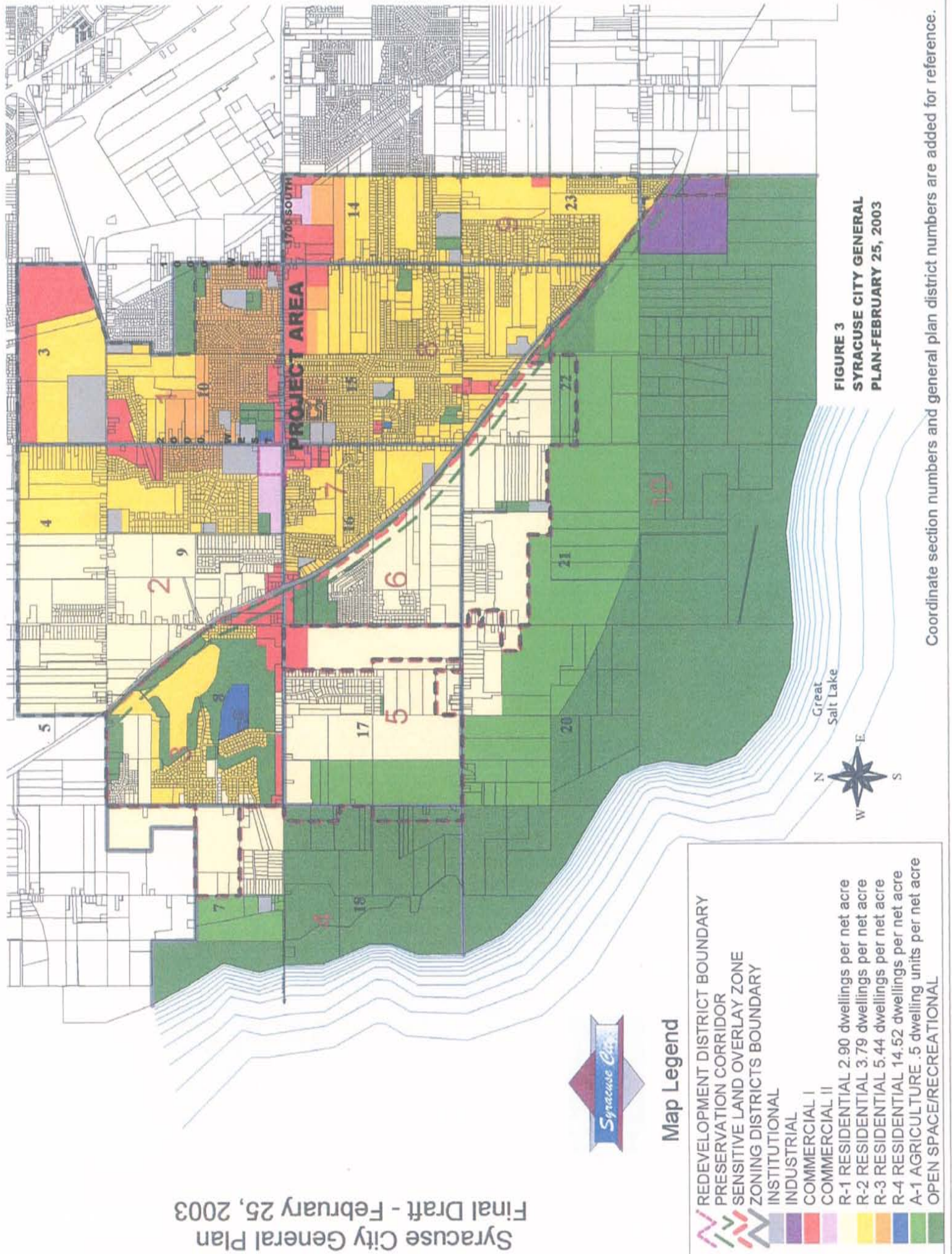
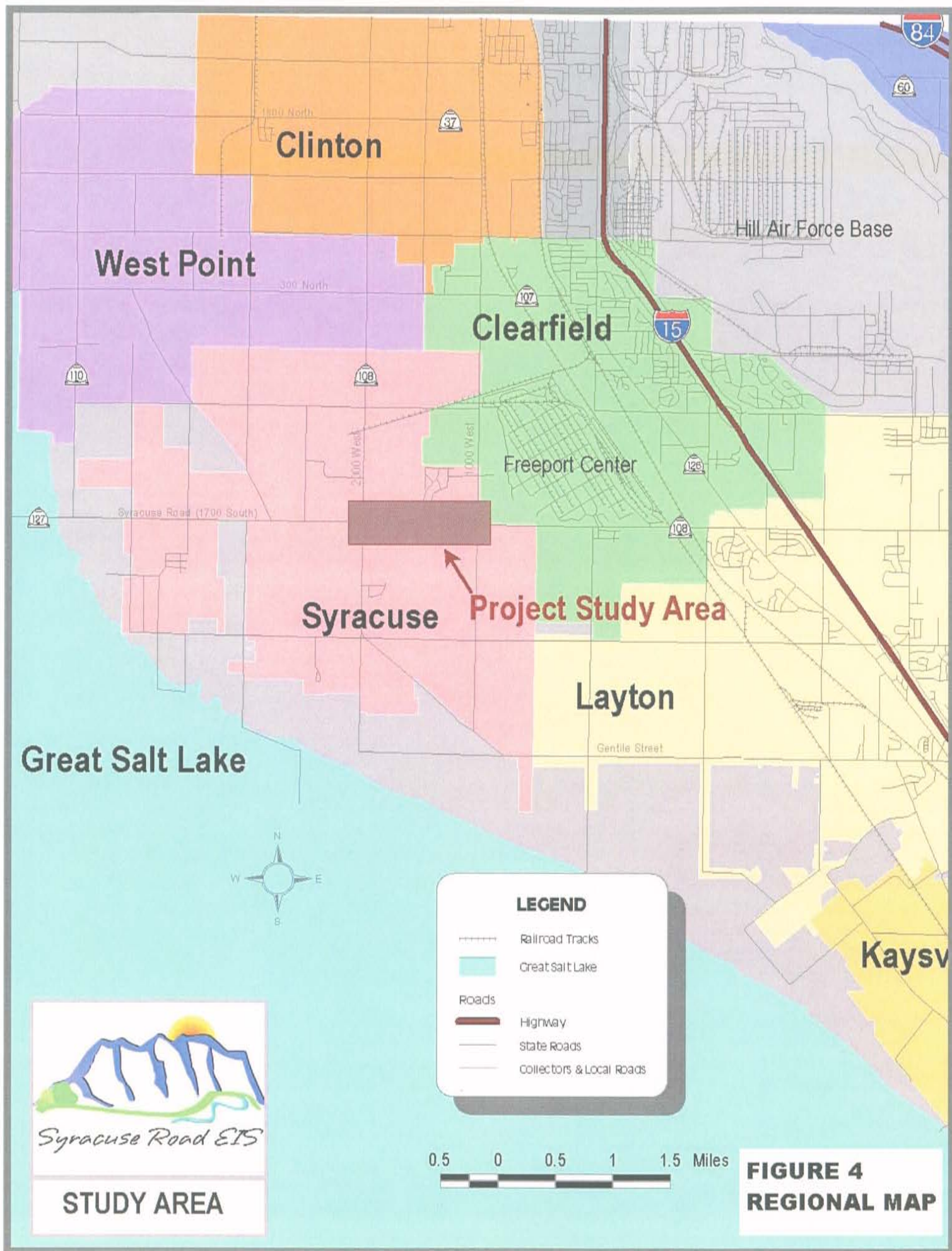


FIGURE 3
SYRACUSE CITY GENERAL
PLAN-FEBRUARY 25, 2003

Coordinate section numbers and general plan district numbers are added for reference.





**U.S. Department
Of Transportation**

Federal Transit Administration
Region VIII
12300 W Dakota Ave., Ste 310
Lakewood, CO 80228
720-963-3330
720-963-3333 (fax)

Federal Highway Administration
Utah Division
2520 West 4700 South, Ste 9A
Salt Lake City, UT 84118
801-963-0182
801-963-0093 (fax)

September 30, 2005

Mr. John Njord, Executive Director
Utah Department of Transportation (1245)
4501 South 2700 West
Salt Lake City, Utah 84119

FTA RECEIVED

27 SEP '05 AM 10:32

Subject: Conformity Finding for the Salt Lake City/ Ogden Urbanized Area's
FY 2006-2008 Transportation Improvement Program (TIP)

Dear Mr. Njord:

The Utah Department of Transportation (UDOT) submitted the referenced TIP with their submission of the Statewide Transportation Improvement Program (STIP) on August 26, 2005.

In accordance with the Clean Air Act of 1990, as amended, conformity findings of the transportation plans and programs in non-attainment and maintenance areas are required of the U.S. Department of Transportation. Based on our evaluation of the Wasatch Front Regional Council's (WFRC) conformity determination, made in its capacity as the Metropolitan Planning Organization for the Salt Lake City/Ogden urbanized area, and in coordination with the U. S. Environmental Protection Agency (EPA), the Utah Department of Transportation (UDOT), the Utah Transit Authority (UTA), and the Utah Department of Air Quality (UDAQ), we have concluded that the WFRC TIP has met the conformity regulation for the Salt Lake County and Salt Lake City and Ogden City non-attainment areas. Accordingly, the Federal Transit Administration and the Federal Highway Administration hereby find that the subject TIP conforms to the adopted State Implementation Plan in accordance with 40 CFR part 51.

This conformity finding remains in effect until such time as a new finding is required, either by new regulatory requirements, major revision of transportation plans or programs, or a revision to the State Implementation Plan.


We also find that this TIP is based on a continuing, comprehensive transportation planning process which is carried on cooperatively with the Utah Department of Transportation and the Utah Transit Authority and substantially meets the requirements of 23 U.S.C. 134 and section 8 of the Federal Transit Act (49 U.S.C. app. 1607).

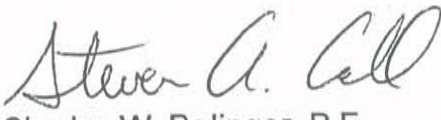


Salt Lake City/Ogden FY 2006-2008 TIP
September 30, 2005
Page Two

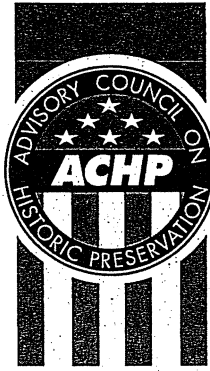
If you have any questions regarding this approval action, please contact either Don Cover at (720) 963-3332 or Steve Call at (801) 963-0078, extension 233.

Sincerely,


Lee O. Waddleton
Regional Administrator
Federal Transit Administration


for Charles W. Bolinger, P.E.
Acting Division Administrator
Federal Highway Administration

cc: John English, UTA
Chuck Chappell, WFRC
Carlos Braceras, UDOT
Ahmad Jaber, UDOT
Max Ditlevsen, UDOT
Bret Anderson, UDOT
Robbie Roberts, Regional Administrator, EPA, Region 8
Don Cover, FTA – Region VIII
Steve Call, FHWA-Utah



Preserving America's Heritage

January 18, 2006

Mr. Jeffrey Berna
Environmental Specialist
Federal Highway Administration
Utah Division
2520 West 4700 South, Suite 9A
Salt Lake City, UT 84118-1847

REF: Proposed Widening of Syracuse Road (SR-108); 1000 West to 2000 West
Davis County, Utah
STP-0108(8)4

Dear Mr. Berna:

On January 6, 2006, the ACHP received your notification and supporting documentation regarding the adverse effects of the referenced project on properties listed on and eligible for listing on the National Register of Historic Places. Based upon the information you provided, we do not believe that our participation in consultation to resolve adverse effects is needed. However, should circumstances change and you determine that our participation is required, please notify us. Pursuant to 36 CFR 800.6(b)(iv), you will need to file the final Memorandum of Agreement and related documentation at the conclusion of the consultation process. The filing of the Agreement with us is required in order to complete the requirements of Section 106 of the National Historic Preservation Act.

Thank you for providing us with your notification of adverse effect. If you have any questions or require further assistance, feel free to contact Carol Legard, FHWA Liaison, at 202-606-8503.

Sincerely,

Raymond V. Wallace

Raymond V. Wallace
Historic Preservation Technician
Office of Federal Agency Programs

ADVISORY COUNCIL ON HISTORIC PRESERVATION

1100 Pennsylvania Avenue NW, Suite 809 • Washington, DC 20004
Phone: 202-606-8503 • Fax: 202-606-8647 • achp@achp.gov • www.achp.gov

Proof of Publication

State of Utah
County of Weber

ss

Susan Bennett being first duly sworn, deposes and says:

That she/he is a citizen of the United States, over the age of eighteen years, and not interested in the above entitled matter; that she/he is the principal clerk of the Standard Examiner, which is, and was at the times of publication hereinafter mentioned a newspaper of general circulation in the counties of Weber, Davis, Box Elder and Morgan, State of Utah: printed and published daily therein at Ogden City, that the notice attached hereto:

HEARING AND AVAILABILITY OF STATEMENT

Was published in said newspaper 1 time

First, on 1/29/2006 and last on

That said notice was published in every number of the regular issue of the said newspaper at times of publication as above specified.

Susan Bennett

Subscribed and sworn to before me on 1/30/2006

Anne M. Paul

Notary Public



NOTARY PUBLIC
ANNE M PAUL
332 Standard Way
Ogden UT 84404

My Commission Expires Jan. 15, 2007
State of Utah

NOTICE TO THE PUBLIC OF PUBLIC HEARING AND AVAILABILITY OF ENVIRONMENTAL IMPACT STATEMENT

On the proposed improvements to Syracuse Road (1700 South) in Syracuse, Utah
UDOT Project No. STP-0108(04)

The Utah Department of Transportation herewith advises all interested persons or groups that an official Public Hearing (open house format) will be held for this project. The proposed project involves widening the existing two-lane Syracuse Road to a consistent five-lane cross-section between 1000 West and 2000 West in Syracuse, Utah.

An official Public Hearing (open house) will be held for this project on Wednesday, February 8, 2006, at the Syracuse City Offices (1707 South 2000 West) from 5:00 p.m. to 7:00 p.m. Members of the public are invited to visit the open house at any time during this period and are encouraged to provide comments on the project.

Information to be presented at the hearing will include a discussion of the project location, purpose and need, design alternatives considered, proposed improvements, and information gathered during the environmental study. Appropriate illustrative materials will be available for inspection. During the hearing, verbal and/or written testimony will be received from all interested persons or groups regarding the features of the proposed project or its social, economic, and environmental effects.

A Draft Environmental Impact Statement and Section 303 Evaluation has been prepared for this project which defines the scope of the project, alternatives (any additional design alternatives), and mitigation measures which might reduce adverse environmental impacts. Copies of this document are available for review at:

1. Syracuse City Offices (1707 South 2000 West, Syracuse, UT 84075)
2. Davis County Library, Syracuse/Northwest Branch (1875 South 2000 West, Syracuse, UT 84075)
3. UDOT Region One Office (166 West Southwell Street, Ogden, UT 84404)
4. UDOT Central Office (Calvin L. Rampton Complex, 4501 South 2700 West, Salt Lake City, UT 84119)
5. Federal Highway Administration (2520 West 4700 South, Suite 9A, Salt Lake City, UT 84118)

The Draft Environmental Impact Statement will be available for public comment for thirty days from the first date of publication of this notice. Written comments should be sent to Blackrock Engineers, P.O. Box 377, American Fork, UT 84003, postmarked by midnight, February 27, 2006 in order to be included in the official transcript of the public hearing proceedings.

In compliance with the Americans with Disabilities Act, individuals needing special accommodations (including auxiliary communicative aids and services) during this meeting should notify Nicole at 1-800-662-1644 or P.O. Box 377, American Fork, UT 84003 or nicole@blackrock.com at least three days in advance of the meeting. Any individuals having questions relating to the environmental document or the Public Hearing should contact Nicole at the before mentioned number/address/email.

Pub. January 25, February 1, 2006

67541

Newspaper Agency Corporation

4770 S. 5600 W.
P.O. BOX 704005

The Salt Lake Tribune

DESERET
Morning News

CUSTOMER'S
COPY

WEST VALLEY CITY, UTAH 84170
FED. TAX I.D.# 87-0217663

PROOF OF PUBLICATION

| CUSTOMER NAME AND ADDRESS | ACCOUNT NUMBER | DATE |
|---|----------------|----------|
| HORROCKS ENGINEERS ATTN: ACCOUNTS PAYABLE P.O. BOX 377 AMERICAN FORK, UT 84003 | H7635100L-07 | 02/01/06 |

| ACCOUNT NAME | |
|--------------------------------|----------------|
| HORROCKS ENGINEERS | |
| TELEPHONE | INVOICE NUMBER |
| 801-763-5100 | TL8202YCYB1 |
| SCHEDULE | |
| START 01/25/06 END 02/01/06 | |
| CUST. REF. NO. | |
| | |
| CAPTION | |
| NOTICE TO THE PUBLIC OF PUBLIC | |
| SIZE | |
| 70 LINES 2.00 COLUMN | |
| TIMES | RATE |
| 2 | 1.68 |
| MISC. CHARGES | AD CHARGES |
| .00 | 475.40 |
| TOTAL COST | |
| 475.40 | |

NOTICE TO THE PUBLIC OF PUBLIC HEARING AND AVAILABILITY OF ENVIRONMENTAL IMPACT STATEMENT

On the proposed improvements to Syracuse Road (1700 South) in Syracuse, Utah UDOT Project No. STP-0108(8)4

The Utah Department of Transportation herewith advises all interested persons or groups that an official Public Hearing (open house format) will be held for this project. The proposed project involves widening the existing two-lane Syracuse Road to a consistent five-lane cross-section between 1000 West and 2000 West in Syracuse, Utah.

An official Public Hearing (open house) will be held for this project on Wednesday, February 8, 2006, at the Syracuse City Offices (1787 South 2000 West) from 3:00 p.m. to 7:00 p.m. Members of the public are invited to visit the open house at any time during this period and are encouraged to provide comments on the project.

Information to be presented at the hearing will include a discussion of the project location, purpose and need, design alternatives considered, proposed improvements and information gathered during the environmental study. Appropriate illustrative materials will be available for inspection. During the hearing, verbal and/or written testimony will be received from all interested persons or groups regarding the features of the proposed project or its social, economic, and environmental effects.

A Draft Environmental Impact Statement and Section 4(f) Evaluation has been prepared for this project which defines the scope of the project, alternatives, any potential for environmental impact, and mitigation measures which might reduce adverse environmental impacts. Copies of this document are available for review at:

1. Syracuse City Offices (1787 South 2000 West, Syracuse, UT 84073)
2. Davis County Library, Syracuse Northwest Branch (1875 South 2000 West, Syracuse, UT 84073)
3. UDOT Region One Office (160 West Southwell Street, Ogden, UT 84404)
4. UDOT Central Office (Gordon L. Kington Complex, 1901 South 2700 West, Salt Lake City, UT 84119)
5. Federal Highway Administration (2520 West 4700 South, Suite 9A, Salt Lake City, UT 84118)

The Draft Environmental Impact Statement will be available for public comment for thirty days from the first date of publication of this notice. Written comments should be sent to: Horrocks Engineers, P.O. Box 377, American Fork, UT 84003, postmarked by midnight, February 27, 2006 in order to be included in the official transcript of the public hearing proceedings.

In compliance with the Americans with Disabilities Act, individuals needing special accommodations and/or auxiliary communication aids and services should notify the project at 800-252-1171 or P.O. Box 377, American Fork, UT 84003, at least three days before the hearing. Any individual having questions related to the environmental statement or the public hearing should contact: Nicole at the address mentioned above by address/email: 8202YCYB

AFFIDAVIT OF PUBLICATION

AS NEWSPAPER AGENCY CORPORATION LEGAL BOOKKEEPER, I CERTIFY THAT ADVERTISEMENT OF NOTICE TO THE PUBLIC OF PUBLIC FOR HORROCKS ENGINEERS WAS PUBLISHED BY THE NEWSPAPER AGENCY CORPORATION, AGENT FOR THE SALT LAKE TRIBUNE AND DESERET NEWS, DAILY NEWSPAPERS PRINTED IN THE ENGLISH LANGUAGE WITH GENERAL CIRCULATION IN UTAH, AND PUBLISHED IN SALT LAKE CITY, SALT LAKE COUNTY IN THE STATE OF UTAH.

PUBLISHED ON START 01/25/06 END 02/01/06

SIGNATURE

Shari Z. Earl

DATE 02/01/06



Notary Public
SHERI Z. EARL
143 South Main Street
Salt Lake City, Utah 84111
My Commission Expires
May 24, 2009
State of Utah

THIS IS NOT A STATEMENT BUT A "PROOF OF PUBLICATION"
PLEASE PAY FROM BILLING STATEMENT.



State of Utah

JON M. HUNTSMAN, JR.
Governor

GARY R. HERBERT
Lieutenant Governor

DEPARTMENT OF TRANSPORTATION

JOHN R. NJORD, P.E.
Executive Director

CARLOS M. BRACERAS, P.E.
Deputy Director

February 27, 2006

Henry Maddux, Field Supervisor
U.S. Fish and Wildlife Service
2369 West Orton Circle
West Valley City, Utah 84119

RE: STP-0108(8)4 - Improvements to Syracuse Road (SR 108), 1000 West to 2000 West,
Syracuse, Davis County, 2nd Update (CID 5094401D)

Dear Henry:

On April 14, 2004, I sent you a letter requesting my findings of "no effect" to threatened or endangered species with regard to the above-referenced project. Your concurrence letter was dated April 27, 2004. Again, on February 1, 2005, I sent you a request for an updated letter, and your concurrence was dated February 9, 2005. Again, it has been nearly a year and we need to submit another letter reaffirming my determination of "no effect."

To refresh your memory, the Utah Department of Transportation in cooperation with the Federal Highway Administration, Syracuse City, and the Wasatch Front Regional Council, has initiated an Environmental Impact Statement for the Syracuse Road (Antelope Drive) corridor between 1000 West and 2000 West, in Syracuse, Davis County (see attached location map). The EIS will serve to help decide how best to address existing and projected transportation demands.

Alternatives to be evaluated may include:

- leaving the corridor as is (No Build Alternative)
- widening the corridor (Build Alternative)
- other alternatives to roadway expansion such as expanding public transit, or other types of alternative transportation.

As before, a review of the above-described project and alternatives, including a review of the Utah Division of Wildlife Resources database, indicates that no Federally listed Threatened, Endangered, or Candidate Species (including peregrine falcons) would be affected. Therefore, no further Section 7 Consultation should be required.

Henry Maddux, Field Supervisor
U.S. Fish and Wildlife Service

Page 2

We request your concurrence with these findings. Unless you have concerns of which we are not aware, we will proceed with this project. Thank you for your assistance.

Sincerely,

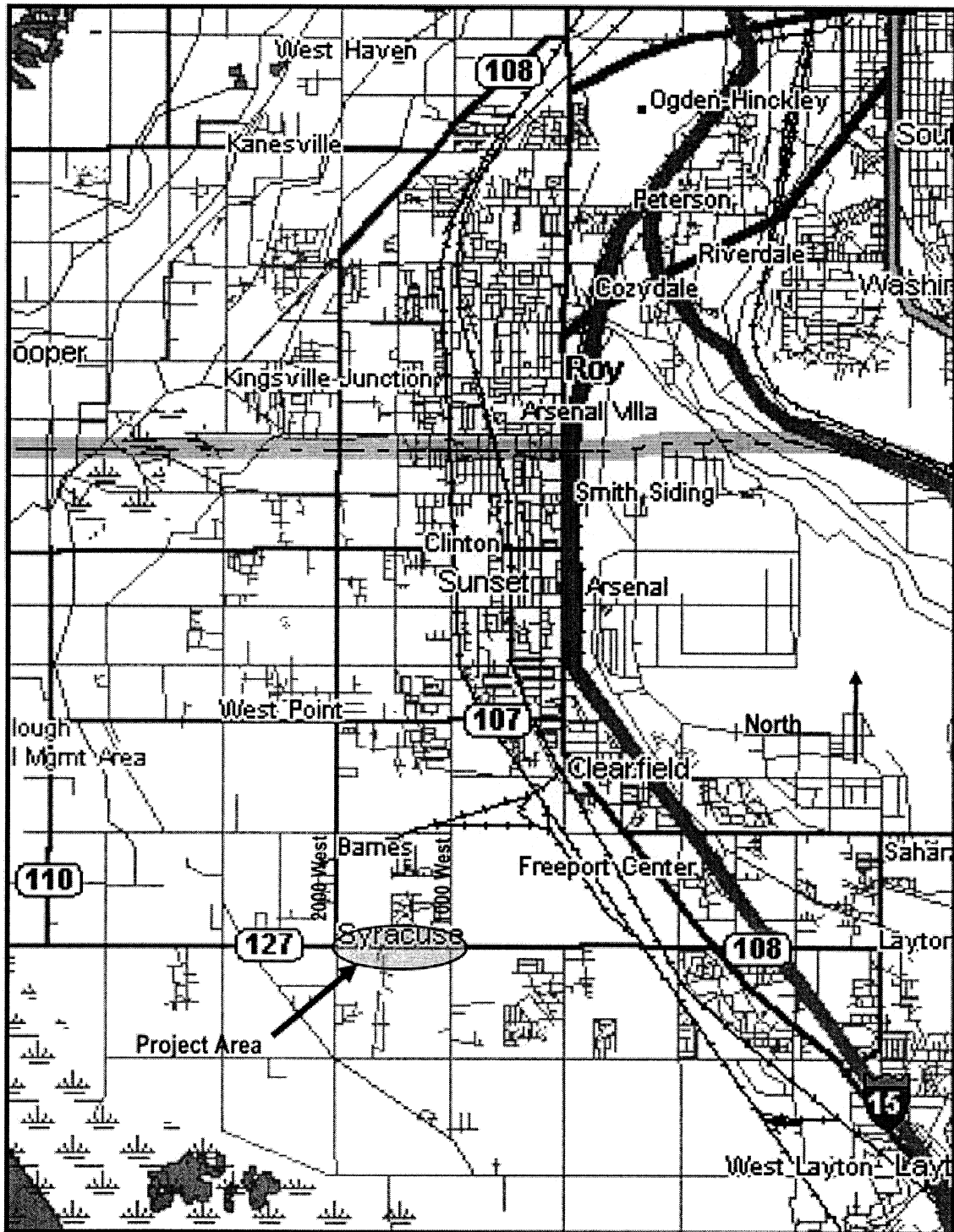
A handwritten signature in black ink that reads "Paul W. West". The signature is written in a cursive, flowing style.

Paul W. West, UDOT Environmental Services
Wildlife/Wetlands Biologist

Encl.

cc: Betsy Skinner – UDOT Environmental
Greg Punske – FHWA
David Holmgren – UDOT, Region 1
Carla Wilson – Horrocks Engineers
Mike Welch – UDWR, Northern Region, Ogden
File

Project Location Map - Syracuse Road; 1000 West to 2000 West, Syracuse



PROOF OF PUBLICATION

Davis County Clipper

United States of America

County of Davis, State of Utah, ss:

I, Shelly Bishop, being duly sworn deposes and says that she is the clerk of the DAVIS COUNTY CLIPPER, a semi weekly newspaper published at Bountiful, Davis County, State of Utah.

That the Notice:

Notice to the Public of Adverse Effect:

Project#: STP-0108(8)4;PIN#:2445

a true copy of which is hereto attached, as first published in the newspaper in it's issues dated the 28th day of March 2006, and was published on Tuesday in the issue of said newspaper, for 0 week(s) thereafter, the full period of 1 insertion(s) the last publication thereof being in the issue dated the 28th day of March 2006.

Shelly Bishop

Subscribed and sworn to before me this 29 day of March A.D 2006.

Rebecca Jamieson

Notary Public
Residing at Bountiful
Commission expires April 19, 2006.



NOTARY PUBLIC
REBECCA JAMIESON
1370 SOUTH 500 WEST
BOUNTIFUL, UT 84010
MY COMMISSION EXPIRES
APRIL 19, 2006
STATE OF UTAH

NOTICE TO THE PUBLIC OF
ADVERSE EFFECTOn the Proposed Road Widen-
ing ofSR-108: Syracuse Road
from 1000 West to 2000 West,
Syracuse, UtahProject #: STP-0108(8)4;
PIN#: 2445

The Federal Highway Administration (FHWA) and the Utah Department of Transportation (UDOT) are preparing to undertake the subject federal-aid project. In accordance with Section 106 of the National Historic Preservation Act of 1966, as amended and 36 CFR 800, the FHWA and the UDOT herewith advise all interested persons or groups that the proposed project will have an Adverse Effect on the following historic properties:

1379 West 1700 South, 1533 West 1700 South, 1567 West 1700 South, 1609 West 1700 South, 1661 West 1700 South, 1711 West 1700 South, 1729 West 1700 South, 1797 West 1700 South, 1848 West 1700 South, and 1862 West 1700 South

These properties are eligible for inclusion in the National Register of Historic Places (NRHP), and, pursuant to U.C.A. 9-8-404 and 36 CFR 800.2(c), the Utah State Historic Preservation Office (USHPO) was consulted on December 13, 2004, on the subject project and its effect on the historic resources.

The UDOT and FHWA have determined that there will be an Adverse Effect as a result of the undertaking. The proposed mitigation measures for the adverse effects include (1) documenting the buildings through photographs and drawings and (2) researching the buildings and their histories.

Any person or group wishing to submit comments regarding the Adverse Effect to any of the above mentioned properties may do so in writing. The public comment period is 30 days, beginning from the first date of publication of this notice. Comments should be directed to Michelle Knoll, Region One Archeologist, UDOT Region One, 166 W. Southwell Street, Ogden, Utah, 84404. Letters must be postmarked no later than midnight April 28, 2006.

At any time during regular office hours, the cultural resource inventory report will be available for public inspection and copying at the UDOT Region One office indicated above. C-1318 3/28

| | | | |
|-------------------|--------------|---------|--------------|
| Post-It® Fax Note | 7671 | Date | # of pages (|
| To | Carla Wilson | From | Andy Neff |
| Co./Dept. | | Co. | UDOT |
| Phone # | | Phone # | |
| Fax # | 801-756-2362 | Fax # | |

Proof of Publication

State of Utah ss
County of Weber

Susan Bennett being first duly sworn, deposes and says:

NOTICE TO THE PUBLIC OF ADVERSE EFFECT

On the Proposed Road Widening of
SR-108: Syracuse Road from 1000 West to 2000 West, Syracuse, Utah
Project # SRP-0108(8)4, PIN# 2445

The Federal Highway Administration (FHWA) and the Utah Department of Transportation (UDOT) are preparing to undertake the subject federal aid project. In accordance with Section 106 of the National Historic Preservation Act of 1966, as amended and 36 CFR 800.2(c), the FHWA and the UDOT herewith advise all interested person or groups that the proposed project will have an Adverse Effect on the following historic properties:

1379 West 1700 South, 1533 West 1700 South, 1557 West 1700 South, 1609 West 1700 South, 1661 West 1700 South, 1741 West 1700 South, 1729 West 1700 South, 1797 West 1700 South, 1848 West 1700 South, 1862 West 1700 South.

These properties are eligible for inclusion in the National Register of Historic Places (NRHP), and, pursuant to U.C.A. 9-8-404 and 36 CFR 800.2(c), the Utah State Historic Preservation Office (USHPO) was consulted on December 13, 2004, on the subject project and its effect on the historic resources.

The UDOT and FHWA have determined that there will be an Adverse Effect as a result of the undertaking. The proposed mitigation measures for the Adverse effects include (1) documenting the buildings through photographs and drawings and (2) researching the buildings and their histories.

Any person or group wishing to submit comments regarding the Adverse Effect to any of the about mentioned properties may do so in writing. The public comment period is 30 days, beginning from the first date of publication of this notice. Comments should be directed to Michelle Knoll, Region One Archeologist, UDOT Region One, 166 W. Southwell Street, Ogden, Utah, 84404. Letters must be postmarked no later than midnight April 30, 2006.

At any time during regular office hours, the cultural resource inventory report will be available for public inspection and copy at the UDOT Region One office indicated above.

That she/he is a citizen of the United States, over the age of eighteen years, and not interested in the above entitled matter; that she/he is the principal clerk of the Standard Examiner, which is, and was at the times of publication herinafter mentioned a newspaper of general circulation in the counties of Weber, Davis, Box Elder and Morgan, State of Utah: printed and published daily therein at Ogden City, that the notice attached hereto:

ADVERSE AFFECT

Was published in said newspaper 1 time

First, on 3/30/2006 and last on

That said notice was published in every number of the regular issue of the said newspaper at times of publication as above specified.

Susan Bennett

Subscribed and sworn to before me on 3/30/2006

Anne M. Paul

Notary Public



NOTARY PUBLIC
ANNE M PAUL
332 Standard Way
Ogden UT 84404
My Commission Expires Jan. 15, 2007
State of Utah